Report

 \mathbf{of}

the Committee

on

Democratic Decentralisation



CO-OPERATION AND RURAL DEVELOPMENT DEPARTMENT GOVERNMENT OF MAHARASHTRA

CONTENTS

Снар	TER			Page
1	Introductory			1
	Appointment of the Committee	• •		1
	Terms of reference of the C	Committee	on	3
	Democratic Decentralisation.			
	Procedure of Enquiry			4
2	HISTORICAL BACKGROUND			7
	(A SURVEY OF LOCAL BODIES I	N		
	Maharashtra prior to 1935)			
	Village Community in ancient time			7
	District and Taluka Local Fund C	Committees		8
	The Ripon Resolution			8
	District Local Boards (Western	Maharash	tra)	10
	District School Boards (Western	Maharash	tra)	12
	District Boards (Marathwada)		٠.	13
	District Councils (Vidarbha)			13
	Village Panchayats		• •	14
3	HISTORICAL BACKGROUND	••		16
	(A Survey of Local Bodies in			
	MAHARASHTRA AFTER 1935)			
	District Local Boards (Western	Maharash	tra)	16
	District School Boards (Western	Maharash	tra)	17
	District Building Committees (W rashtra).	estern Ma	ha-	18
	District Boards (Marathwada)			18
	Janapada Sabhas (Vidarbha)			19
	District Development Boards			20
	Village Panchayats			22
	District Village Panchayat Mandals	S		24

Снар	TER	Page
4	RECOMMENDATIONS OF THE BALVANTRAY MEHT COMMITTEE.	А 26
	Community Development Programme .	. 26
	Mehta Committee's proposals on Democrati Decentralisation.	ic 30
	Panchayati Raj in other States	. 33
5	CASE FOR DEMOCRATIC DECENTRALISATION .	. 40
	Background	. 40
	Why Decentralisation	. 44
	Problems of Decentralisation	. 48
6	THE LOCAL SECTOR	. 53
	Functions of Statutory Local Bodies .	. 53
	Functions of the State	. 55
	Agricultural Produce Markets	. 70
	Local Sector Activities and Staff	. 70
7	CONSTITUTION OF LOCAL BODIES	. 72
	Trends in Evolution of Local Bodies .	. 72
	District as Unit of Local Administration .	. 73
	Intermediary Body	. 75
	System of Elections	. 78
	Constituencies, Co-option and Total Member ship.	- 80
	Representation to Municipalities	. 82
	Ex-officio Membership	00
	Constitution	0.5
	Committees and Office-bearers	. 85
	Block Committees	. 89
	Functions and Powers of various Authorities .	. 90
	Miscellaneous Matters	. 91
	Abolition of existing Bodies	. 91
8	ADMINISTRATIVE ORGANISATION	. 93
	Need for efficient Local Administration	. 93
	Staff to be transferred to Council	0.4
	District Local Administration	. 95

CONTENTS iii

Снарт	TER		PAGE
8	ADMINISTRATIVE ORGANISATI	on—contd.	
	Chief Administrator	• •	 96
	Collector and Chief Admi	nistrator	 98
	Services	• •	 104
	Recruitment	.,	 105
	Administrative Control		 109
	Promotions	• •	 109
	Training		110
	Departmental Organisation	n	 111
	Block Administration		 114
	Village Panchayat Admini	stration	116
	Role of the Executive	• •	 120
	CONT.		
9	LOCAL FINANCE	623	 122
	Village Panchayats	6353	 122
	District Boards and Janap	MANAGE V	 123
	Funds for Primary Education	290 (31.0)	 123
	Assignment of Land Reve		 12 5
	Grants-in-aid	LV.	 127
•	Equalisation Grants	1/2	 128
	Purposive Grants	1521	 128
	Establishment Grants	89/	 129
	Matching Grants		 129
	Estimated Finances of Di	strict Councils	 130
	Plan Schemes		 131
	Block Grants		 131
	Loans and Banking Arrar	igements	 132
10	SAFEGUARDS		 134
	Powers of State Governm	ent	 135
	Powers of Commissioner		 136
	Powers of Collector .		 137
	Towers or consers.		 107
11	Conclusion		 145
		·	
	APPENDICES		 152
			_
	SUMMARY OF MAIN RECOM	MENDATIONS	271

LIST OF APPENDICES

PPEND!X		PAGE
No.		
I	Questionnaire	152
II	A brief analysis of views expressed on some important points posed in questionnaire.	153
Ш	Names of persons with whom discussions were held by the Committee.	158
IV	A brief history of bodies dealing with supervision, education and training in the field of co-operation and agricultural produce markets.	159
V	A list of activities proposed to be included in the local sector.	164
VI	A list showing the Second Plan and non- Plan Schemes proposed to be transferred to local bodies and the appropriate level of the body best suited for their implementa- tion.	169
VII	A list of regulatory functions proposed to be entrusted to local bodies.	178
VIII	Powers and functions of District Council, its Committees and Office-bearers.	186
1X	Details of staff which will be placed at the disposal of the District Councils.	192
X	A chart indicating pattern of recruitment and disciplinary control.	221

Appendix No.		PAGE
XI	Note by Shri D. D. Sathe, M.A. (Cantab), Secretary to Government, Co-operation and Rural Development Department and Deve- lopment Commissioner.	226
XII	Administrative and financial powers of the Chief Administrator, District Heads of Departments and Block Development Officer.	250
XIII	A list of Village Panchayat Resources	252
XIV	A list of District Local Board, District Board and Janapada Sabha Resources.	255
XV	Statement showing land revenue grants and equalisation grants to Village Panchayats and District Councils.	262
XVI	A statement showing powers of supervision and control of Government, Commissioner and Collector.	264

CHAPTER 1

INTRODUCTORY

Appointment of the Committee

- 1.1. The Committee on Plan Projects appointed by the National Development Council had constituted a team for the study of Community Projects and National Extension Service under the leadership of Shri Balvantray Mehta in January, 1957. This team went into the causes of the shortcomings of the Community Development Programme and submitted its report at the end of 1957 recommending democratic decentralisation of the development functions of the State. The recommendations of the Committee gave a stimulus all over the country to an active consideration of the problem of decentralisation through democratic bodies.
- 1.2. The State of Rajasthan was the first to launch Panchayati Raj on the 2nd October, 1959. Andhra Pradesh followed in November, 1959, and since then other States have passed or are considering passing suitable legislation. The Government of the erstwhile Bombay State and given thought to this question but deferred action owing to impending re-organisation of the State. Immediately after inauguration of the Maharashtra State on the 1st May, 1960, the Government of Maharashtra set up this Committee to examine the question in all its aspects. The Resolution of Government constituting this Committee and laying down its terms of reference is as follows:—

GOVERNMENT OF MAHARASHTRA

Co-operation and Rural Development Department.
Resolution No. DCD-1060-B.
Sachivalaya, Bombay,
Asadha 6, 1882.

Resolution

The responsibilities of the State concerning the development of rural areas are at present discharged by the State Government through its existing administrative machinery assisted by advisory bodies and through local authorities like the District Local Boards, Janapada Sabhas, Village Panchayats, etc. In pursuance of the recommendations of the Balwantray Mehta Committee in regard to the setting up of Panchayati Raj (Democratic Decentralisation) in the country, it has now become necessary to consider whether these responsibilities could be entrusted to a statutory body or bodies constituted for well-defined unit or units, like district, sub-division, taluka or block and having popular representation thereon and having the necessary powers, financial resources and freedom within the general framework of national plan and policy, for the discharge of such responsibilities. With a view to considering this question in all its aspects and making an exhaustive study of the matter, Government has decided to set up a Committee consisting of the following:—

- (1) Minister, Revenue (Chairman),
- (2) Minister, Rural Development,
- (3) Minister, Education,
- (4) Secretary to Government, Finance Department,
- (5) Secretary to Government, Co-operation and Rural Development Department and Development Commissioner,
- (6) Shri S. P. Mohite, I.A.S., Commissioner, Poona Division.
 - Shri P. G. Salvi, Deputy Development Commissioner, will work as the Secretary of this Committee.
- 2. The Committee is requested to make its recommendations on the terms of reference as given in the Annexure to this Resolution.
- 3. The Committee is requested to submit its report to Government within a period of three months.

By order and in the name of the Governor of Maharashtra,

D. D. SATHE, Secretary to Government.

ANNEXURE

Terms of reference of the Committee on Democratic Decentralisation

- 1. To examine and indicate the level or levels at which statutory body or bodies should be set up.
- 2. To examine and indicate the matters concerning the development of rural areas which should be entrusted to such statutory body/bodies.
- 3. To suggest the constitution (including number of members, their qualifications and the mode of their appointment such as election or nomination) of the statutory body/bodies.
- 4. To examine and indicate the extent of the financial and administrative powers of the statutory body/bodies for the purpose of discharging the responsibilities entrusted to it/them.
- 5. To examine whether any specific financial provision should be earmarked for smaller territorial units like talukas and, if so, to what extent.
- 6. To examine and indicate the extent of the control of Government over the statutory body/bodies.
- 7. To define in as exact terms as practicable the functions of such statutory body/bodies and, if necessary, indicate which of the functions should be performed through village panchayats or any such functional or territorial committees.
- 8. To indicate the nature of the staff required by each statutory body for carrying out its functions, the mode of recruitment, salaries and conditions of service of the members of such staff, and if necessary the extent to which the State Government may have control over such staff.
- 9. The powers of officers appointed on the staff engaged by the statutory body/bodies.
- 10. To suggest financial resources (including grants from Government and power to impose taxes and levy fees) which should be made available to the statutory body/bodies to enable it/them to discharge the responsibilities entrusted to it/them.
- 11. To suggest any special provisions pertaining to Community Development Programme and Rural Extension Service to ensure proper discharge of the responsibilities entrusted to the statutory body/bodies.

4 REPORT: DEMOCRATIC DECENTRALISATION

- 12. To examine and suggest the extent to which the functions of State Government and its various departments and local authorities like District Local Boards, Janapada Sabhas, District Panchayat Mandals and District School Boards and other bodies like the District Development Boards and the Block Development Committee or such other Committees should be modified and the consequential changes that may be necessary in the administrative set-up of the various Departments and local authorities and other bodies.
- 13. To make any other suggestions which may be useful in undertaking legislation pertaining to the entrustment of responsibilities concerning development of rural areas to statutory body/bodies to be constituted for the purpose.

Procedure of Enquiry

1.3. It was felt that further steps towards decentralisation would essentially have to bear a relation to the growth and existing structure of local institutions in the State. We therefore undertook a study of the following local bodies, both statutory and non-statutory, functioning at different levels in the district—

Western Maharashtra	Marathwada	Vidarbha	
(1)	(2)	(3)	
	District Boards	Janapada Sabhas.	
District School Boards	••••	• • • •	
District Village Panchayat Mandals.	District Village Pan- chayat Mandals.	District Village Pan- chayat Mandals.	
Village Panchayats	Village Panchayats	Village Panchayats.	
II.—Non-Statutory—			
District Development Boards.	District Development Boards.	District Development Boards.	
District Building Committees.	••••	••••	
Block Development Committees.	Block Development Committees.	Block Development Committees.	

1.4. We paid visits to the District Local Board, Poona, the District Board, Aurangabad and the Janapada Sabha.

Katol in Nagpur District, and held discussions with their officebearers and members. We also attended a conference of the Chairmen of Janapada Sabhas at Nagpur. A questionnaire as given in Appendix I was issued to ascertain the views of persons interested or experienced in the working of local bodies. Although 911 copies of this questionnaire were distributed. 151 replies were received, including the replies formulated by the Conference of the Presidents of District Local Boards and District Boards held in Bombay on the 3rd August 1960 under the auspices of the Local Self-Government Institute, Bombav. Appendix II gives a brief analysis of the views expressed on some of the important points posed in the questionnaire. In addition, we considered it useful to arrange an open seminar in which any one interested in the problem could get an opportunity to express views. All members of Parliament and State Legislature who are members of the Informal Consultative Committee for the Community Development programme, Presidents/Chairmen or Vice-Chairmen of certain local bodies and some individuals were invited. The seminar was largely attended and was fairly representative of all local bodies, both statutory and non-statutory, political parties and all other points of view. Later, we also held discussions with a number of prominent persons in different walks of life whose names are given in Appendix III.

- 1.5. As the decentralisation of State's functions would radically affect the working of different departments of the State Government, we sought assistance of Heads of Departments and Secretaries to Government while examining the working of each department and also in our deliberations. They were particularly consulted on the point as to whether and, if so, to what extent and at what levels, specific functions and schemes of the departments could be devolved on the local bodies. We further discussed with them in detail the difficulties which were likely to arise upon such transfer and the possible measures to minimise them.
- 1.6. In order to acquaint ourselves closely with the working of Panchayati Raj in other States, we toured in four districts of Andhra Pradesh and deputed the Secretary to visit Rajasthan and Madras States for the same purpose.

- 6
- 1.7. We held in all twenty-nine meetings at Bombay, three at Poona, two at Nagpur and one at Aurangabad. In the course of these meetings, we examined in sufficient detail the activities and schemes of all Government departments and the financial provisions made in the budget of 1960-61 as well as in the Second Five-Year Plan. We also made a study of the structure of existing local bodies, their financial resources, their establishment, technical as well as non-technical, and the extent to which they were able to perform their functions. As the Committee required more time for its deliberations, the Government was kind enough to extend its period up to the 15th March, 1961.
- 1.8. The work of the Committee entailed examination of voluminous records, collection and collation of a variety of statistics and preparation of various notes, often at short notice. The staff of the Committee's secretariat had to put in long hours of work and had to visit a number of offices and places. We therefore wish to place on record our appreciation of the strenuous work done by the staff so willingly and efficiently and particularly by Shri W. M. Shaikh, the Superintendent of the Branch. We would further like to commend the industry and efficiency displayed by Shri P. G. Salvi throughout the work of the Committee and the valuable assistance rendered by him in drafting this report.

सन्धमेव जयते

CHAPTER 2

HISTORICAL BACKGROUND

(A SURVEY OF LOCAL BODIES IN MAHARASHTRA PRIOR TO 1935)

2.1. We wish to trace in this and the next chapter a history of the development of local institutions in the State of Maharashtra. Human institutions evolve over a period of time and in the process get adapted to the traditions temper of the people. Any proposals for the re-organisation of such institutions have, therefore, to be organically related to previous attempts made in this direction. Our main object. therefore, is not so much to record historical facts as to discover trends in the evolution of local bodies over a period of time. We have accordingly divided this study into two chapters, the present dealing with the period prior to the passing of the Government of India Act, 1935, and the next with the subsequent period. We have then dealt in Chapter 4 with local institutions set up recently in some parts of the country as a result of the recommendations of Balvantray Mehta Committee. Since we wish to make certain recommendations in regard to supervision, education and training in the field of co-operation and agricultural produce markets, we have also given a history of the bodies dealing with these subjects in Appendix IV.

Village Community in ancient times

2.2. The history of village community or panchayat as a corporate unit dates from the Vedic times. The old village administration used to discharge certain judicial functions as well as functions concerning internal defence and security, public works, and collection of State taxes. In addition to land revenue, most of which was paid to the State, it collected taxes in the village on various articles and services. The other sources for village activity consisted of the income derived from community properties and voluntary labour. The village organisation thus functioned in ancient times as a centre of community life, independently of the State which followed a policy of non-interference so long as it received its share of land revenue, which was its main source of income. Except in a few parts of the country the village councils received a setback in the disturbed political conditions subsequent to

invasions from the north-west. The disintegration of village corporate life which thus set in became complete under the highly centralised British rule. This process was further accelerated by migration of village population to cities, improvements in communications and a spirit of individualism. By the middle of the nineteenth century, these ancient village councils had practically disappeared.

District and Taluka Local Fund Committees

2.3. The starting point of local self-government, as we know it at present, was the establishment of District Local Fund Committees under Bombay Act III of 1869. Under an earlier resolution of the Government of Bombay, Local Funds were created consisting of a local cess of one anna in a rupee of land revenue, toll and ferry charges not specifically excluded and surplus cattle-pound receipts. One-third of the cess receipts were required to be earmarked for expenditure on education and the balance for local works. The District Local Fund Committee, the predecessor of the present District Local Board, was mostly a nominated body consisting of land-holders nominated by Government, an inamdar or holder of an alienated village elected by all holders of alienated villages in the district and certain officials as ex-officio members with the Collector as its President. Government was invested with power to remove any member. Taluka Committees were also set up under rules framed under the Act, having three officials, three land-holders appointed by Government and one elected inamdar or holder of alienated villages.

The Ripon Resolution

2.4. The next landmark is the famous Resolution of Lord Ripon of the 18th May, 1882, which enunciated in clear terms the principle of local self-government. It was then not unnatural that some persons should have preferred Government administration and opposed the Resolution on the ground that local self-government would lead to inefficiency, that people as a whole were neither public-spirited nor conscious of civic duties, and that experiments in the sphere of local self-government had not shown any encouraging results. It is, however, surprising that the very same objections are raised even today by some persons against

greater decentralisation. The Resolution of 1882 itself answered these objections in paragraphs 5 to 7, which on account of their importance, are quoted below in full—

- "5. At the outset, the Governor General in Council must explain that, in advocating the extension of local selfgovernment, and the adoption of this principle in the management of many branches of local affairs, he does not suppose that the work will be in the first instance better done than if it remained in the sole hands of the Government district officers. It is not, primarily, with a view to improvement in administration that this measure is put forward and supported. It is chiefly desirable as an instrument of political and popular education. His Excellency in Council has himself no doubt that, in course of time, as local knowledge and local interest are brought to bear more freely upon local administration, improved efficiency will in fact follow. But at starting there will doubtless be many failures, calculated to discourage exaggerated hopes, and even in some cases to cast apparent discredit upon the practice of self-government itself. If, however, the officers of Government only set themselves, as the Governor General in Council believes they will, to foster sedulously the small beginnings of independent political life; if they accept loyally and as their own the policy of the Government; and if they come to realise that the system really opens to them a fairer field for the exercise of administrative tact and directive energy than the more autocratic system which it supersedes, then it may be hoped that the period of failures will be short, and that real and substantial progress will very soon become manifest.
- "6. It is not uncommonly asserted that the people of this country are themselves entirely indifferent to the principle of self-government; that they take but little interest in public matters; and that they prefer to have such affairs managed for them by Government officers. The Governor General in Council does not attach much value to this theory. It represents no doubt the point of view which commends itself to many active and well-intentioned district officers; and the people of India are, there can be equally no doubt, remarkably tolerant of existing facts. But as education advances,

there is rapidly growing up all over the country an intelligent class of public spirited men, whom it is not only bad policy, but sheer waste of power, to fail to utilise. The task of administration is yearly becoming more onerous as the country progresses in civilisation and material prosperity. annual reports of every Government tell of an ever-increasing burden laid upon the shoulders of the local officers. The cry is everywhere for increased establishments. The universal complaint in all departments is that of overwork. Under these circumstances it becomes imperatively necessary to look around for some means of relief; and the Governor General in Council has no hesitation in stating his conviction, that the only reasonable plan open to the Government is to induce the people themselves to undertake, as far as may be, the management of their own affairs; and to develop, or create if need be, a capacity for self-help in respect of all matters that have not, for imperial reasons, to be retained in the hands of the representatives of Government.

"7. If it be said that the experiments hitherto made in this direction have not been encouraging, the Governor General in Council must avow his belief that the principle has not as yet been, in any general or satisfactory fashion, fully and fairly tried. There is reason to fear that previous attempts at local self-government have been too often overridden and practically crushed by direct, though well-meant, official interference. In the few cases where real responsibility has been thrown upon local bodies and real power entrusted to them, the results have been very gratifying. There is even now a vast amount of assistance rendered to the administration by Honorary Magistrates, members of Municipal Corporations and other Committees; and there is no antecedent improbability in the theory that if non-official auxiliary agency were more thoroughly organised and more fully trusted, there would be a speedy and marked improvement, not only in its amount, but in its efficiency,"

District Local Boards (Western Maharashtra)

2.5. While the Resolution of 1882 left the Provincial Governments free to legislate suitably in the light of local

conditions in each province, it had recommended that generally the Local Boards should have a large preponderance of non-official members, these being elected as far as practicable, and officials not exceeding one-third of the whole, with a non-official Chairman. As a result of the Ripon Resolution, the Bombay Local Boards Act of 1884 was passed providing for the establishment of District and Taluka Local Boards. These Boards consisted of elected and nominated members, elected members being not less than half of the total number of members of the Board and Government servants nominated on the Board being not more than half of the total number of nominated members. The Collector of the district and the Prant Officer or the Mamlatdar were to be Presidents of the District and the Taluka Local Boards. respectively, but it was left to the discretion of the Governor in Council to allow any particular Board to elect its President. In case the President was a Government servant, the Board could elect one of its members to be its Vice-President. The District Local Boards consisted of persons indirectly elected through Taluka Local Boards and District Municipalities and a member elected by holders of entire alienated villages. The Taluka Local Boards consisted of persons elected by groups of villages, persons indirectly elected by District Municipalities and a member elected by holders of entire alienated villages. For direct elections to the Taluka Boards, the franchise was based on property qualifications, the voters being holders of land assessed at Rs. 48 per annum and above, owners of immovable property worth Rs. 5,000 or more, persons earning Rs. 500 per annum or more, Government pensioners drawing a pension of Rs. 50 per month or more, Honorary Magistrates, Revenue or Police Patils and such other persons as were specified by Government.

2.6. The later development of the District Local Boards was in the direction of gradual extension of franchise and expansion of the elected element. The Royal Commission on Decentralisation appointed in the year 1907 recommended that the District Local Boards and Taluka Local Boards should have an elected majority but considered nomination necessary for the purpose of securing representation of minorities and persons with administrative and technical knowledge. The Government of India considered the report of the Royal Commission and indicated

its general agreement with its recommendations in a Resolution dated the 28th April, 1915. Based on the recommendations of the Lawrence Committee appointed by the Government of Bombay in 1915 the Government of Bombay took a decision to reduce the number of nominated members on the District Local Board, excluding the Collector, to half the number of elected members. It also appointed non-officials as Presidents of District Local Boards of Poona, Broach, Ahmednagar, Belgaum, Dharwar and Ahmedabad. After assessing the successful working of these Boards, the Government appointed in 1918 non-officials as Presidents of the remaining District Local Boards. The Taluka Local Boards were reconstituted on the basis of two-thirds of its members being elected and were progressively allowed to have non-official Presidents.

2.7. Later, the Montford Report of 1918 declared in favour of a substantially elected majority in all the Boards but supported the continuance of nomination for giving adequate representation to minorities and for securing the services of experienced officials. It recommended that the nominated element should be restricted to one-fourth of the total membership, that the President should be an elected non-official, and that the franchise should be so widened as to give a proper representation to the general body of tax-payers. This resulted in the passage of the Bombay Local Boards Act, 1923. Under this Act, the District Local Board came to be directly elected and the qualifications for voters in its election were the same as those for the local Legislative Council. In the case of Taluka Local Boards, the franchise was liberalised further by giving the right of vote to all the residents within the taluka who held land assessed at Rs. 8 or more annually or paid a local tax other than a toll or octroi tax. All the Local Boards had by then elected Presidents and Vice-Presidents. In 1934, the disqualification of women for membership of the local bodies was removed for the first time.

District School Boards (Western Maharashtra)

2.8. The historical development of the association of primary education with local bodies requires particular mention as a separate statutory body called the District School Board was constituted for this purpose in the old Bombay State. Until

the year 1923 primary education was dealt with by the Provincial Government. With the passing of the Bombay Primary Education Act, 1923, the entire control over primary education was transferred to a local body. The District School Board constituted for each district under the Act was empowered to sanction its own budget, appoint its own Administrative Officer, teachers and supervisory and inspecting staff, and to prescribe text-books. The only functions left with Government were to enact legislation, to train teachers, to determine syllabi and to give grants-in-aid.

District Boards (Marathwada)

2.9. The Dastoor-ul-amal (Regulation) of 1889 of the Hyderabad State set up District and Taluka Boards in Marathwada and assigned to them functions relating to public works, education and medical relief to be carried out from the proceeds of a local cess of one anna in every rupee of land revenue. The District and Taluka Boards were wholly nominated, each consisting of seven officials and seven non-officials, with the local revenue officer as the Chairman.

District Councils (Vidarbha)

2.10. In the Central Provinces and Berar, the Local Self-Government Act was enacted in 1883 under which the rural local administration area was determined by groups circles, each consisting of a certain number of villages. A Local Board was constituted for each group of circles and a District Council for the district. The Local Board consisted of mukaddams of villages in the group of circles, one or more representatives of merchant classes or professions who were either elected by them or were appointed on their behalf, and persons nominated by the Chief Commissioner, such nominations not exceeding one-third of the total number. The District Council was formed by representatives of Local Boards, merchant classes or professions who were either elected by them or were appointed on their behalf, and nominees of the Chief Commissioner, the latter not exceeding one-third of the total number. The Local Boards and the District Councils were charged with functions relating to roads, schools, hospitals, dispensaries, markets, rest-houses, sarais, other public institutions, public wells and water tanks, trees on public ground, relief works, pounds and public ferries. The local Boards mostly acted as agents of the District Council and functioned subject to its control and authority. They thus enjoyed only delegated authority and could utilise funds allotted to them by the District Council having no independent funds of their own.

2.11. In order to place the local administration on a sound footing and to give greater powers to these bodies, the Central Provinces and Berar Local Self-Government Act of 1920 was enacted. Under this Act, the Local Boards consisted of elected representatives, co-opted members and members nominated by the Chief Commissioner, both officials and non-officials, the nominated members not exceeding one-fourth of the total number. Two-thirds of the members of District Council were elected by the members of Local Boards from amongst themselves, the remaining seats being filled equally through co-option by the elected members and through nomination by the Chief Commissioner.

Village Panchayats

2.12. Efforts were also made to resuscitate the Village Panchayat in the latter part of the nineteenth century. The first such attempt was the constitution of a nominated body called the Sanitary Committee or Board at the village responsible for sanitation and water supply under the Bombay Village Sanitation Act, 1889. The Royal Commission on Decentralisation (1907-08). while stressing the need to strengthen the village administration, suggested assignment of certain local and minor judicial functions to Village Panchayats. Under the Bombay Village Panchayat Act, 1920, the Panchayat was constituted into an elected body with only the Village Patil as its ex-officio member. This Act enfranchised all adult male villagers. Supervision and control over the Village Panchayats was given to the District Local Board. The Village Panchayats were entrusted with local functions mainly of a civic nature. The Hatch Committee appointed by the Government of Bombay in 1925 to consider the position of the Village Panchayats made various recommendations, namely, enfranchisement of women, handing over to them control over

bazars, slaughter-houses, etc. and management of village irrigation works, and providing contribution to their funds by the District Local Board and the Government. Villagers were, however, reluctant to form Panchavats due to the provision of compulsory house tax in the Bombay Village Panchayat Act, 1920. and so Sanitary Committees or Boards continued to function in some villages. An attempt was made to revitalise these Committees and Boards by the Bombay Village Sanitation Amendment Act of 1931. It, however, failed to evoke the necessary response from the villagers. The Bombay Village Panchayats Act, 1933, empowered the Village Panchayats to take up various activities, including some socio-economic functions, and to levy various taxes and duties to increase their income. There was, however, not much progress particularly on account of formation of Village Uplift Associations which were sponsored and aided by Government for the purpose of rural development. As these did not involve local taxation they were preferred to Village Panchayats.

The development of Village Panchayats in Vidarbha exhibited similar trends. The Central Provinces and Berar Panchayat Act of 1920 was practically the first step towards establishment of Village Panchayats. The Panchayats had limited functions, powers and resources. The Central Provinces and Berar Sanitary Panchayats Act of 1920 provided also for Sanitation Panchayats for bigger villages with somewhat better resources.

2.13. Thus, it will be seen that although Panchayats have existed in Indian villages since times immemorial, the origin of local self-governing institutions, as they are known at present, is traced to the enlightened views of some of the British statesmen. The principle of local self-government enunciated in Lord Ripon's Resolution of May, 1882, has been strongly emphasised by the successive Secretaries of State. However, the institutions which were set up to give concrete expression to their views were hardly representative or self-governing. The powers given to them were so meagre and their financial resources so limited that they could hardly provide any real scope for training in the art of self-government. Moreover, the working of these local bodies was hampered by the failure of the administrators, whose duty it was to supervise and assist them, to appreciate the policy and to distinguish clearly between indifference, guidance and interference.

CHAPTER 3 \

HISTORICAL BACKGROUND

(A SURVEY OF LOCAL BODIES IN MAHARASHTRA AFTER 1935)

District Local Boards (Western Maharashtra)

- 3.1. After the passing of the Government of India Act, 1935, the subject of Local Government, which was already a 'transferred subject' under the Government of India Act, 1919, was included in the Provincial Legislative List. When popular ministries assumed office in 1937, they undertook legislation to make local bodies truly representative. Bombay Act XXIII of 1938 dispensed with nominations and gave reservation of seats on a population basis to scheduled castes and other non-muslim minorities, the muslims being given an option to continue as a separate constituency or to merge in the general constituency according to the desire of qualified voters therein. It also abolished the Taluka Local Boards, partly because they were not found to be useful in practice and partly with the object of strengthening the Village Panchayats. There have been no subsequent major developments in the constitution of the District Local Board, except that it is now elected on the basis of adult suffrage.
- 3.2. As the position stands at present the membership of a District Local Board varies from thirty to sixty with generally one seat for every twenty thousand population. About ten per cent. of the seats, subject to a maximum of four, are reserved for women. Scheduled castes and scheduled tribes are also given reservation on the basis of their population. The elections take place through single-member or double-member constituencies. triple-member constituencies being permitted only in exceptional cases. The constituencies do not include any area within the limits of a municipal district or a cantonment. Every voter on the electoral roll of the State Legislative Assembly is qualified to vote unless he is disqualified under the Bombay Local Boards Act, 1923, or any other law for the time being in force. The District Local Board functions through a Standing Committee, a Public Health Committee and other Committees constituted as provided in the Act. The State Government has power to direct,

by a notification in the official gazette, that a Taluka Committee should be appointed for specified areas. Every member of the District Local Board residing within the area in which the Taluka Committee is appointed becomes an *ex-officio* member of the Taluka Committee and the remaining members of the Committee are appointed by the District Local Board from among the residents of the area according to the rules made in that behalf. The Taluka Committee exercises powers and performs duties of supervision and advice assigned to it by the Board under the rules made by Government. No Taluka Committees were, however, formed in any of the districts of Western Maharashtra.

District School Boards (Western Maharashtra)

3.3. As regards the District School Board the experience of the working of the Act of 1923 was not satisfactory. Some of the School Boards were unable to find the of persons as Administrative Officers. Further, as appointment and continuance of these officers were entirely dependent upon the Boards, they were not in a position to exercise, properly and fairly, the powers vested in them under the Act and rules. When the popular Government came into office for the first time in 1937 it amended the Act, providing, inter alia, that the Administrative Officer should be appointed by Government. This amending Act also took away the power of School Boards to appoint and transfer primary school teachers which had given rise to many problems. When the popular ministry again came to power in 1946, it enacted the Bombay Primary Education Act of 1947 in order to further remove the drawbacks in the working of the old Act. A Staff Selection Committee consisting of the Educational of the District, Chairman of the School Board and the Administrative Officer was set up for each School Board. The Administrative Officer was also given powers, subject to instructions issued by the Director of Education, to transfer and to disciplinary action against the staff of the School Board. Provision was, however, made for appeals to an appellate tribunal consisting of the Chairman of the School Board and the Educational Inspector.

3.4. The District School Board consists of twelve to sixteen members, as may be determined by the State Government. Two or three members are appointed by the State, one or two members are elected by the non-authorised municipalities in which the schools are controlled wholly or partly by the District School Board, and the rest are elected by the District Local Board from among its members. Out of the last category, one or two are required to be from scheduled castes and scheduled tribes. The members are required to possess certain educational qualifications and not be below twenty-five years in age. The Boards elect their own Chairmen and Vice-Chairmen from among their members.

District Building Committees (Western Maharashtra)

3.5. The Government's decision to introduce universal primary education necessitated construction of a large number of school buildings. The District Building Committees were, formed in the year 1938 for this purpose. The construction of school buildings was financed by means of grants-in-aid. As funds were inadequate. the separate Provident Funds of District School Boards were combined into a State Provident Fund in 1953 and utilised for this purpose. The President of the District Local Board and the Administrative Officer are the Chairman and the Secretary, respectively, of the District Building Committee. Other members Chairman of the District School Board, Prant Officers, Executive Engineer, Deputy Educational Inspector, District Local Board Engineer and Members of the State Legislature representing the district and actually residing therein. Two additional non-official members are nominated by Government.

District Boards (Marathwada)

3.6. Although the Hyderabad District Boards A'in (Regulation) of 1941 provided for Boards which were to be mainly elected, no elections could take place until after the Reorganisation of States in 1956. The A'in of 1941 thus remained inoperative and nominated bodies continued to function as before. The Hyderabad District Boards Act of 1955 did away with nomination and extended the

franchise, each constituency being for twenty to thirty thousand population. Sanitary and other powers were provided for in the Act, and local cess was increased to two annas in a rupee of land revenue. The present District Boards have been elected and are functioning under this Act, which is still in force.

3.7. The District Board consists of sixteen to forty-eight elected members as prescribed by Government and elects its President and Vice-President from among its members. At least four seats are reserved for scheduled castes and scheduled tribes, as far as possible, in proportion to their population. Such number of seats as the Government may specify is also reserved for women. Each constituency is normally for a single member, double-member constituency being formed where there is a reserved seat. Every person whose name is on the electoral roll of the State Legislative Assembly has the right of vote unless disqualified. Every District Board is required to appoint a Standing Committee and three Committees for public health, works and communications, and rural development. The President education the Chairman of the Standing Committee and the Works and Communications Committee, and the Vice-President the Chairman of the other two Committees. The members of these Committees are elected by means of a single transferable vote.

Janapada Sabhas (Vidarbha)

3.8. Under the Central Provinces and Berar Local Self-Government Amendment Act, 1939, four-fifths of the members of the District Council were elected by the Local Boards, these in turn electing the remaining members from amongst residents of the district. Seats were also reserved for a muslim, a member of the castes and a woman. Further development scheduled Vidarbha took entirely a different turn. After the popular ministry again took office in 1946 it enacted the Central vinces and Berar Local Government Act of 1948. This Act abolished the Local Boards and the District Councils constituted a Janapada Sabha for each tahsil. The functions given to these bodies were much wider than those given to the local bodies before. The Janapada Sabhas functioned as nominated bodies to start with and were elected in 1952.

3.9. The Janapada Sabha is constituted for an area notified for that purpose. This area, known as 'Janapada', isusually a tahsil, which on an average is about twice the size of a taluka in other parts of the State. The Janapada is divided into an urban circle consisting of municipal and notified areas. and a rural circle of the remaining areas excluding cantonments. The rural circle is further divided by into electoral divisions, each returning one councillor. The Janapada Sabha consists of councillors elected by the electoral divisions and such number of councillors, not exceeding onesixth of the total, as may be prescribed by Government, elected by members of the Municipal Committees and Notified Area Committees, comprising the urban circle. In case the elected councillors do not include a member of the scheduled castes or scheduled tribes in areas specially notified by Government for the purpose, the councillors are required to co-opt such a member. The Sabha is constituted on the basis of adult suffrage and there is no nomination. The Janapada Sabha carries out its functions through six Standing Committees for finance, public works, public health, education, and administration. The members of the Standing mittee are elected by means of a single transferable vote by the councillors. The Chairmen of all Standing Committees are ex-officio members and the Chairman and the Deputy Chairman of the Sabha are ex-officio Chairman and Deputy Chairman respectively of the Administrative Committee. Chairman and the Deputy Chairman of the Sahba as also the Chairman of the Standing Committees, except the Administrative Committee, are elected by the members of the Sabha or each of the Committees from among its own members or other persons residing in the Janapada area and qualified to be councillors. If non-councillors are elected to these offices. they are deemed to be councillors, so long as they continue to hold office.

District Development Boards

3.10. The need for a co-ordinated approach to the problems of rural economic development through popular efforts and with the advice and assistance of non-official rural workers was first

realised by the former Government of Bombay as early as 1937. Specific steps taken in this respect during 1937-39 included legislative reforms such as the Agricultural Debtors' Relief Act, the Agricultural Produce Markets Act and the Tenancy Act, establishment of a Rural Development Department, and drawing up of a modest programme for strengthening the co-operative movement in the rural areas, improvement of agriculture and live-stock, reclamation of waste lands, promotion of cottage industries and the like. A Rural Development Board was set up in each district in 1939 with the following objects:—

- (a) to assist and advise the officers of the Rural Development Department,
- (b) to control and supervise the work of Taluka Development Associations.
- (c) to prepare schemes and organise and supervise all rural development work, and
- (d) to create interest in the problems of rural economy and to act as focal centres for all rural development activities.

The Boards were specially charged with the task of combating the prevalent apathy and ignorance in the people regarding rural economic needs and creating in them a sense of self-help for their progress. It was also found necessary to form a number of advisory committees for different subjects, such as, distribution of controlled articles, welfare of backward classes and the like.

of having a central body to co-ordinate the various activities carried out by the variety of non-statutory bodies and committees existing in the district and set up the present District Development Board. Its main function is to advise and assist district officials in respect of prohibition, agriculture and rural development, minor irrigation, publicity, distribution of controlled articles, welfare of backward classes, health, co-operation, marketing, social education, etc. Officers are generally required to act according to the advice of the Board or its Sub-Committees and cases of disagreement are to be referred to Government. The Board consists of Government officials and non-officials nominated by Government, a representative

of the co-operative marketing societies, the Chairman of the Central Co-operative Bank, the President of the District Local Board and the Members of Parliament and State Legislature. Ministers, Deputy Ministers, Speaker, etc., are associate members generally in the districts which they represent. The Board has, on an average, about twelve sub-committees for various subjects. After Re-organisation of States in 1956, such Boards were established in Vidarbha and Marathwada also.

Village Panchayats

- 3.12. The popular ministries which took office after the passing of the Government of India Act, 1935, were also responsible for a number of enactments for improving the working of Village Panchayats. The Village Panchayat (Amendment) Act, 1939, made the Village Panchayat wholly elected. It also provided constitution of a Village Bench for deciding petty civil and criminal matters, and a compulsory levy of house tax. The Act was amended in 1947, empowering the Government to vest some of its village properties in the Village Panchayat and to grant fifteen per cent of land revenue to it. By a further amendment of the Act in 1956, some additional functions were given to the Village Panchayats, which were also authorised to levy a cess at the rate of two annas per rupee of land revenue.
- 3.13. In Vidarbha, the Central Provinces and Berar Panchayats Act, 1946, provided for the establishment of Gram Panchayats and Nyaya Panchayats. It made the Panchayat purely elective and the Panchayat could elect any of its members or any other person who resides in its area and is its voter, as the Sarpanch.
- 3.14. In Marathwada, Panchayats were established for the first time under the Panchayat A'in of 1941 for villages with a population ranging from 2,500 to 5,000. The Tahsildar called a meeting of all adult residents of the village and selected a panel of names for twice the number of seats, the Collector nominating the required number of persons, the Sarpanch, and the Honorary Secretary from this panel. Equal representation was given on a Panchayat to hindus and muslims. The Panchayat's obligatory duties were mainly of a civic nature and its discretionary duties covered the fields of agriculture.

industry, co-operation, etc. The Panchayat could levy of the prescribed taxes, fees, etc., after obtaining Government sanction and was given a portion of local cess on land revenue. Under the Hyderabad Village Panchayats Act, 1951, elective principle was applied, except in the case of two or three members who were to be nominated, one of them being from the scheduled castes. This Act provided for Nyaya Panchayat and enlarged the functions of the Panchayat to a certain extent. Under the Hyderabad Gram Panchayats Act, 1956, the Panchayat was made entirely elective with reservations for cheduled castes and scheduled tribes. It also provided for the establishment of a Gram Sabha and expansion of the functions of the Panchayat. It made certain taxes obligatory and empowered the Panchayat to levy a cess of two annas per rupee of land revenue with Government sanction. It was granted fifty per cent of the local cess and fifteen per cent of land revenue collected in the village.

- 3.15. After the Re-organisation of States in 1956, a unified village panchayat legislation was considered necessary for the re-organised Bombay State. The Bombay Village Panchayats Act, 1958, which came to be consequently passed and which is in force in our State, presents the following special features
 - (i) constitution of a Gram Sabha of all adult residents in the village,
 - (ii) establishment of District Village Panchayat Mandal for every district for control and supervision over Village Panchayats,
 - (iii) making the Secretary of the Village Panchayat a Government paid servant,
 - (iv) entrustment of the work of land revenue collection and maintenance of village record to Village Panchayats, so authorised by Government,
 - (v) payment of twenty-five to thirty per cent. of land revenue collected in the village to the Village Panchayats, and
 - (vi) constitution of group Nyaya Panchayats for five or more villages with more judicial powers.

Very wide powers and functions were delegated to Village Panchayats concerning every sphere of public welfare and development. The old distinction between obligatory and discretionary functions was removed and the Village Panchayats were free to take up any activity in the spheres of sanitation and health, public works, education and culture, village defence, agriculture, cattle-breeding, village industries, etc. There is also a general provision that Village Panchayats can undertake within the village any work or measure which is likely to promote the health, safety, education, comfort, convenience or social or economic or cultural well-being of the inhabitants of the village. Government has also defined its policy in regard to the role of Panchayats in the Community Development programme. Village Panchayats are accordingly to be the sole agency for carrying out such development works as approach roads, culverts, foot-bridges, drinking water wells, social education, etc.

3.16. Government has launched a State-wide programme for covering all the villages by a net-work of Village Panchayats, by the end of March, 1961. According to the latest information there are at present 18,315 Village Panchayats in the State, covering 93.7 per cent of the rural population.

District Village Panchayat Mandals

- 3.17. Until the passing of the Village Panchayats Act, 1958, supervision and control over Village Panchavats was vested in the District Local Board. Under the above Act, a District Village Panchavat Mandal is constituted for every district for carrying out these functions. Its members are the President of the District Local Board, the Chairman of the District School Board, the Vice-Chairman of the District Development Board. from seven to twelve members elected by the Sarpanchas, four persons, including a member of the scheduled castes or the scheduled tribes elected by the District Local Board or the District Board, and in the case of Vidarbha, one person elected by each Janapada Sabha and one person from the scheduled castes or scheduled tribes nominated by Government. The Collector and the District Village Panchayat Officer are respectively the Chairman and the Secretary of this Mandal. The Vice-Chairman is an elected non-official.
- 3.18. We have briefly traced in this Chapter the salient features of the growth of various local bodies working in the districts of the Maharashtra State since the inception of provincial

autonomy. It is evident that over the past so many years the growth of these bodies has been taking place in a more or less haphazard manner, probably because every time a problem arose its solution was attempted in isolation. There were periods of growth no doubt and local bodies developed in strength and utility but there have also been periods of disappointment and disillusionment. All the isolated attempts to meet each situation resulted in the creation of multifarious bodies, each working its own field. A conspicuous feature of the growth of local bodies in recent times has been their increasing number. However, no effort seems to have been made to bring all the aspects relating to local bodies within the purview of a single comprehensive examination. No wonder that it has been difficult to achieve co-ordination and speed which are imperative in an expanding economy. If the local self-governing institutions are to play their proper role in the management of local affairs, it will be essential to evolve a well-conceived, properly co-ordinated and streamlined structure of local administration.

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CHAPTER 4

RECOMMENDATIONS OF THE BALVANTRAY MEHTA COMMITTEE

Community Development Programme

4.1. After Independence, the National and State Governments had naturally to deal with the growing aspirations of the people and nation-building became their primary concern. They, therefore, had to undertake a comprehensive development and welfare programme through successive Five-Year Plans in order to solve the basic problems of poverty, ignorance, lack of primary amenities, etc. The Community Development programme in the First Plan was intended to develop the rural areas intensively and to organise the village people. The Planning Commission described the Community Development programme as the method and rural extension service as the agency through which the process of transformation of social and economic life of the villagers was to be initiated. The concept of Community Development is not entirely new to this country. Efforts were made to train constructive workers by Mahatma Gandhi, Rabindranath Tagore and Mr. Spencer Hatch of the Y. M. C. A. The comprehensive Rural Reconstruction Scheme in the former Baroda State, the experiments conducted by Mr. F. L. Brayne in the Gurgaon district of Punjab, the Sarvodaya Scheme in Bombay and the Firka Development Scheme in Madras were some of the efforts in this field.

The Sarvodaya scheme started in the former Bombay State in 1949 is analogous to the Community Development programme. Sarvodaya Centres for a compact group of villages with twenty to twenty-five thousand population are started in selected areas. The development activities under the scheme relate to agriculture, cottage industries, health, communications, education etc. Works of public utility are also undertaken with the co-operation of the local people who contribute a part of the cost varying from twenty-five per cent to fifty per cent in cash or kind. There is a Sarvodaya Yojana Committee consisting of about ten to fifteen nominated non-official members for each Centre. The chief executive authority of the Centre is the Sanchalak, who is sometimes assisted by an Up-Sanchalak both of whom are nominated non-officials.

- 4.2. The Community Development programme was started in 1952 on a pilot basis in selected areas called 'Community Projects'. Each of these projects covered about three hundred villages with a population of about three lakhs and were allotted a budget of Rs. 65 lakhs for a period of three years. As the emphasis was on agricultural production, the first areas were selected more on the basis of irrigation facilities or assured rainfall. Some Projects were also taken up in areas where the problem of rehabilitation of displaced persons had to be solved. In 1953, it was considered advisable to reduce the size of the Project and Community Development Blocks were started in selected areas having a population of about sixty-six thousand with a three-year budget of Rs. 15 lakhs.
- 4.3. Even after the launching of these Projects and Blocks the important question of establishing an extension organisation throughout the country as a permanent development agency. stressed in the First Five-Year Plan, remained to be tackled. The Grow More Food Enquiry Committee, which had examined this question. recommended the constitution of a Development Block co-extensive with a taluka or tahsil. The main purpose of this recommendation was to forge a link between the extension and the administrative organisations and to transform the existing administrative machinery into a welfare agency. After a study of this question, it was decided to establish a permanent extension service all over the country with a Development Block as the lowest administrative-cum-development unit and to have a suitably phased programme for this purpose. Thus, each Block was to have a first stage called the National Extension Service stage for a period of three years with a budget provision of Rs. 5.50 lakhs. This was to be followed by an intensive development stage called the Community Development stage which was to extend over a period of three years with a budget of Rs. 15 lakhs. After this, it was visualised to have a post-intensive stage, with a budget of Rs. 30,000 per year. In all these stages, the method of work was the same. the difference being only in the quantum of available funds. It was intended that the entire State should be covered by National Extension Service Blocks by the end of the Second Plan period. After the Block attained the post-intensive stage, the National

Extension Service agency was to be utilised by State departments for their normal development activities.

- 4.4. In the Second Five-Year Plan, the financial provision for the National Extension Service stage was reduced to Rs. 4 lakhs and that for the Community Development stage to Rs. 12 lakhs. In 1956, a special programme to meet the needs of the tribal areas was initiated and Special Multi-purpose Development Projects came to be started, each for a population of twenty-five thousand with a schematic budget of Rs. 27 lakhs spread over a period of five years. This budget included Rs. 12 lakhs from the Community Development Ministry and Rs. 15 lakhs from the Ministry of Home Affairs.
- The nature of the Community Development 4.5. programme was such that it was incumbent to associate the people through their leaders or representatives with the working of the Projects or Blocks. A Project or Block Advisory Committee was constituted for each Project or Block to give advice in the formulation and implementation of the programme. The Block Development Committee, as it is named at present. consists of the Prant Officer/Sub-Divisional Officer Chairman, a non-official nominated by the Collector as t**h**e Deputy Chairman, the Block Development Officer as Secretary, three other officials, resident members of Parliament and State Legislature, the Chairman of the Taluka Development Board, a nominee of the District Local Board or Chairman of the Janapada Sabha, two women, three social workers, Sarpanchas and one member of the scheduled castes nominated by the District Development Board, Krishi Pandits residing in the Block, two Chairmen of primary co-operative societies nominated by the District Development Board, the Chairman of the Project Implementing Committee, Sanchalak of the Sarvodava Centre and Chairman of the Taluka Block Supervising Union. There is also a sub-committee of the District Development Board known as the District National Extension Service Community Development Advisory Committee advising on questions of policy relating to the implementation of Block Development programmes. It consists of the Collector as its Chairman, some district officers and the following nonofficials, namely, the Vice-Chairman of the District Development

Board, the President of the District Local Board, the Secretary of the District Development Board, the Chairman of the District School Board and one member nominated by the District Development Board from its members from each Taluka/Block covered by the Community Development programme.

- 4.6. The Balvantray Mehta Committee was appointed to study, among other things, the contents of the Community Development programme and the priorities assigned to different fields of activities within it, and to report on the system, organisation and methods of work adopted for the implementation of the special reference to intensification programme with agricultural production. co-ordination between ministries, departments and agencies and bringing in greater speed in the despatch of business. It was also asked to assess the extent to which the Community Development programme had succeeded in utilising the local initiative and in creating institutions to ensure its continuity for the improvement of social and economic conditions in rural areas. Later on, the National Development Council at its 8th meeting held on the 8th and 9th December 1956, requested the Committee to enquire into the pattern of the existing district administration and suggest its re-organisation, so that, by stages determined in advance, democratic bodies at higher levels and organically linked with Village Panchayats would take over the entire administration and development of the district or its sub-division, other than law and order, administration of justice, and certain functions of the revenue The Committee submitted its report on the 24th stration. November 1957.
- 4.7. As a result of the Mehta Committee's recommendations, a revised pattern of working of the Community Development programme was adopted. According to this pattern, which is still in force, there is a Pre-Extension Stage of one year with a budget provision of Rs. 18,000 primarily for agricultural extension, Stage I of five years with a budget of Rs. 12 lakhs and Stage II of five years with a budget of Rs. 1 lakh per annum. As a result of this revision, the programme of covering the entire State with development blocks had to be

staggered over the period up to 1963 in the Third Plan. As this would have resulted in a number of talukas or tahsils not having even the Pre-Extension stage of the Community Development pattern for a few years, the former Government of Bombay decided to start similar Pre-Extension Blocks in advance of the Community Development programme at its own cost to attain full coverage before the end of the Second Plan.

- 4.8. As the position stands at present, the Maharashtra State has been delimited into 425 Development Blocks which have been all covered by one or the other type of block. It is necessary to make a special mention here that the financial provision of Rs. 1 lakh per year during Stage II was contemplated for a period of five years in the first instance. It was uncertain till recently whether any provision would be available in the post-intensive stage after its first five years. The Government of India has now communicated its decision that no Central assistance will be provided to Blocks in the post-intensive stage after that period and has suggested that the normal developmental funds to be spent in the Block area should be channelised through the Block agency maintained out of State funds.
- 4.9. In the beginning, the Projects or Blocks were delimited territorially in Western Maharashtra on the basis of population and area prescribed for a Project or Block. Later, in October, 1953, the State Government decided to take up entire talukas as Blocks, each taluka being allotted the number of schematic Blocks according to its population for purposes of financial provision. This policy has since continued in Western Maharashtra and was extended to Marathwada districts after the Re-organisation of States in 1956. In the Vidarbha districts, where a tahsil is about twice the size of a taluka in other areas, the Projects and Blocks were delimited territorially into standard Blocks and have remained unchanged.

Mehta Committee's proposals on Democratic Decentralisation

4.10. The Mehta Committee observed that one of the least successful aspects of the Community Development and National Extension Service programme was its attempt to evoke popular initiative, that few of the local bodies at a level higher than the Village Panchayat had shown any enthusiasm or interest in this

work and that even the Village Panchayats had not come into the field to any appreciable extent. After studying the present functions of the existing District Boards and noticing a tendency of late on the part of the States to impinge on their function, the Mehta Committee went on to suggest that decentralitions, of responsibility and power to levels below the State was an urgent requirement. It, therefore, recommended "devolution of powers to a body which..... will have the entire charge of all development work within its jurisdiction..... the Governmentreserving to itself the functions of guidance, supervision and higher planning; and where necessary, providing extra finance". The Committee considered that "the jurisdiction of the proposed local body should be neither so large as to defeat the very purpose for which it is created nor so small as to militate against efficiency and economy". The Committee thought that the district was too large an area for the people to take personal interest and to make sacrifices for common good and in their opinion, the Block was a suitable unit for this purpose. However, in view of the variations in the density of population, nature of terrain, system of communications, etc. the Committee was not averse to slight adjustments beeing made for the Block area to coincide with an administrative unit like a taluka.

4.11. The Committee, therefore, proposed the establishment of a local body at the Block level called the Panchayat Samiti. This Samiti was to be indirectly elected by the Village Panchayats. some representation being given also to municipalities and cooperative organisations within the Block and assigned specific functions and specific items of revenue. With the devolution of these functions on the Panchayat Samiti, the Mehta Committee felt that the District Board or any other executive body at the district level would become superfluous and suggested instead, the provision of a co-ordinating body at the district level called the Zila Parishad. This Parishad was to consist of the Presidents of Panchayat Samitis, members of the State Legislature and Parliament and all district level officers of the development departments as members, with the Collector as its Chairman. In this scheme, the Zila Parishad was to approve the annual budget of each Panchayat Samiti in its jurisdiction, to consolidate and forward to Government the demands for grants of the Blocks, to distribute funds allotted by the Government among the Blocks, to co-ordinatethe Block plans, and to guide the Samiti's activities.

- The Mehta Committee further recommended that the Village Panchayat should be constituted by direct election on the basis of adult franchise with a special provision to co-opt two women members and one each from scheduled castes and scheduled tribes. It has also indicated the specific items of revenue which should be available to the Village Panchayats. In regard to collection of land revenue, the Committee's recommendation was that those Panchayats which possess a certain minimum efficiency in administration and development work should be used as an agency for the purpose, on commission basis. has also suggested that the Village Panchayats should be given a share up to seventy-five per cent out of the net land revenue assigned to the Panchayat Samiti. The budget of the Village Panchavat is subject to the scrutiny and approval of the Panchavat Samiti. The Village Panchayats have to perform certain compulsory duties and to act as agents of the Panchayat Samiti for executing schemes entrusted to them. Regarding the formation of Nyaya Panchavat, the Committee has recommended that the District or the Sub-Divisional Magistrate should select persons from out of a panel of names suggested by the Village Panchayats and that the iurisdiction of a Nyaya Panchayat may be a group of villages. which may be wider in area than a Gram Sevak's Circle.
- 4.13. Thus, the Mehta Committee's recommendations envisage normally a three-tier system for decentralisation, namely, the Village Panchayat, the Panchayat Samiti and the Zila Parishad. In the circumstances obtaining in some States, the Committee conceded that it might be convenient to devolve power on a local body whose jurisdiction is as large as a district. Although the Committee felt that the purpose of democratic decentralisation was more effectively served by devolving power on a small body, it visualised the possibility of transferring power to a district or sub-divisional body and recommended that in case any State Government considered it desirable, such a body may be constituted, provided that—
 - (a) it should be invested with the same powers and functions as the Panchayat Samiti but correspondingly on a large scale;

- (b) appropriate funds and powers of taxation and the requisite field and supervisory staff should be made available to it;
- (c) in Development Blocks, Panchayat Samitis should be constituted to carry out as agents of the district body all other development activities proposed for the Block area and all funds meant to be spent in the Blocks should be transferred to the Panchayat Samitis;
- (d) the district body should operate directly only in areas in which Panchayat Samitis are not set up and in matters of inter-Block and district level activities and institutions and
- (e) it is constituted in such a way that it does not become too unwieldy to be an effective instrument of rural development.

Panchayati Raj in other States

- 4.14. It would be worthwhile to examine the extent to which some of the States have adopted the recommendations of the Balvantray Mehta Committee in their schemes of Panchayati Raj. In October, 1960, the Ministry of Community Development and Co-operation, Government of India, issued a brochure entitled 'Legislations on Panchayati Raj (A comparative study on) ' on which we have mainly relied for our information. The States of Andhra Pradesh, Assam, Madhya Pradesh, Madras, Mysore, Orissa, Punjab, Rajasthan and Uttar Pradesh have accepted the three-tier system. Recently, the Democratic Decentralisation Committee of the Gujarat State has also recommended it. In all these States, the local bodies at the Block and the district levels have a statutory and corporate existence. In Jammu and Kashmir, a statutory democratic body at the district level has been considered premature and has not, therefore, been constituted. A Committee has been appointed in Bihar to consider the matter. In the remaining two States, namely, Bengal and Kerala no action seems to have been taken so far on the Mehta Committee's Report.
- 4.15. In Andhra Pradesh, Assam, Jammu and Kashmir, Madhya Pradesh, Madras, Orissa, Rajasthan and Uttar Pradesh, the Panchayat Samiti is set up at the Block level and is named differently as the Anchalik Panchayat in Assam, the Block Panchayat

Board in Jammu and Kashmir, the Janapada Panchayat in Madhya Pradesh, the Panchayat Union Council in Madras and the Kshetra Samiti in Uttar Pradesh. The Taluka Development Board in Mysore and the proposed Taluka Panchayat in Gujarat are bodies at the taluka level. The Panchayat Samiti in Punjab is formed either at the tehsil level or at the Block level. The Panchayat Samitis are statutory executive corporate bodies except in the case of Jammu and Kashmir where they are purely advisory.

- 4.16. The Panchayat Samiti generally consists of representatives of the Panchayats, co-operatives, small municipalities and notified area committees, members of legislature and certain officers. Representation for women, scheduled castes and scheduled tribes is usually secured by co-option. Members of the State Legislature and the Parliament as also certain officers are members of the Panchayat Samiti without a right to vote. Deviations from this model are as given below:—
 - (a) In the States of Andhra Pradesh, Orissa, Rajasthan and Uttar Pradesh and in the proposed set-up in Gujarat, the Presidents or Sarpanchas of Panchayats, or Pradhans of Gaon Sabhas, as the case may be, have been made exofficio members of the Samiti. In Assam, the Gaon Sabha, and not the Gaon Panchavat, elects one or two representatives to the Samiti from among its members. In Jammu and Kashmir and Madras, each Panchayat elects one representative to the Samiti. In Orissa, in addition to Sarpanchas, each Panchavat elects one member, not being a Panch as a member of the Samiti. In Madhya Pradesh and Mysore, however, the Samitis are directly elected, and there is no representation to Panchavats. In Puniab, the Panchas and Sarpanchas in the Block or the tehsil elect a prescribed number of members to the Samiti from amongst themselves.
 - (b) In Assam, Madhya Pradesh and Uttar Pradesh, the co-operative societies elect their representatives on the Samiti, whereas in the States of Andhra Pradesh, Punjab and Rajasthan, the representation is through co-option. The other States have not provided for such specific representation to co-operative societies on the Samiti. Representation is also given to marketing committees in Punjab.

- (c) In Andhra Pradesh and the proposed set-up of Gujarat, women, scheduled castes and scheduled tribes have been given representation by co-option up to a prescribed number, whereas in the States of Madhya Pradesh, Madras, Punjab, Orissa, Rajasthan and Assam (which does not give special representation to women), representation is given only to the extent to which the prescribed number of these categories is not already elected to the Samiti. In Mysore, seats are reserved for women, scheduled castes and scheduled tribes. In Jammu and Kashmir, one woman is co-opted on the Samiti.
- (d) Representation by co-option is provided on the Samiti to persons with experience in administration, public life, etc. in Andhra Pradesh, Punjab and Rajasthan, and for persons interested in planning and development, in Uttar Pradesh. In Gujarat, persons having administrative experience are recommended for being co-opted.
- (e) Municipal bodies in Madhya Pradesh are entitled to send their representatives, one each, to the Samiti, whereas in Uttar Pradesh, Chairmen of Town Area and Notified Area Committees become ex-officio members of the Samiti. Representation is provided for each Municipal Committee in Punjab. Presidents of Municipalities in the taluka are proposed as ex-officio members of the Samiti in Gujarat.
- (f) In Andhra Pradesh, Punjab, Assam, Madhya Pradesh, Madras and Rajasthan members of the State Legislature from the Block area are ex-officio members of the Samiti without a right to vote, the number being restricted in Madras to one member per Block. In Uttar Pradesh, all Members of Parliament and Members of Legislative Assembly and in Mysore, all Members of Legislative Assembly are members of the Samiti and have the right to vote. In Gujarat, it is proposed that the local Members of Legislative Assembly should be associate members of the Samiti.
- (g) As regards officials, the Block Development Officer, is a member of the Samiti in the States of Andhra Pradesh, Madras, Orissa, Punjab, Rajasthan, Uttar Pradesh and Mysore. In Andhra Pradesh the Collector, in Orissa the Sub-Divisional Magistrate and in Punjab the Sub-Divisional Officer can attend meetings of the Samiti. In Assam, Madhya

Pradesh and Orissa, officers nominated by Government are either members or can attend meetings of the Samiti. All district level officers can also attend the meetings of the Samiti in Rajasthan. The Mamlatdar/Mahalkari in Gujarat is proposed to be an associate member of the Samiti. In all these States, even where the officers are ex-officio or nominated members of the Samiti, they have no right to vote.

- 4.17. The Zila Parishad in Andhra Pradesh, Orissa, Punjab, Rajasthan and Uttar Pradesh, the Zila Panchayat in Madhya Pradesh, the District Development Council in Madras and Mysore, the proposed District Panchayat in Gujarat are bodies at the district level. The Mohkuma Parishad in Assam is for a subdivision and for a district only when there are no sub-divisions. These bodies are purely advisory, co-ordinating and supervisory in character except in Andhra Pradesh, Uttar Pradesh and the recommended set-up for Gujarat. The Zila Parishad in Andhra Pradesh is entrusted with additional functions of establishment and maintenance of secondary, vocational and industrial schools. The Zila Parishad in Uttar Pradesh has executive functions relating to roads, bridges, human and veterinary hospitals, junior high schools, libraries, water supply, etc. The recommended District Panchayat in Guiarat is an executive corporate body.
- 4.18. A Zila Parishad is generally composed of representatives of Panchayat Samitis, Members of Parliament and State Legislature and certain officials. Representation is also given to women, scheduled castes and scheduled tribes through co-option. The deviations from this pattern which are worth mentioning are indicated below:—
 - (a) The Presidents of Samitis are ex-officio members of the Zila Parishad in almost all the States. In Punjab, the members elected by Panchas and Sarpanchas and the municipal representatives on the Samiti elect some members in addition. In Uttar Pradesh, the Samiti elects such number of members, if any, specified by Government from among its members. On the proposed Parishad in Gujarat, each Samiti elects one additional member.
 - (b) In Uttar Pradesh, such number of persons as may be specified by Government are also directly elected from

- a Block or a group of Blocks, on the basis of adult franchise. In Gujarat, it is recommended that the Zila Parishad should have directly elected members equal to the representatives of Samitis.
- (c) The President of the Co-operative Central Bank and where he is an official, the Vice-President is an ex-officio member of the Parishad in Madras and Rajasthan. In Uttar Pradesh, the District Co-operative Federation, the District Co-operative Bank and the Co-operative Marketing Societies each send a representative to the Parishad.
- (d) In Punjab, Rajasthan, Uttar Pradesh, Assam (which does not give special representation to women) and Orissa (which gives it only to women), representatives of women, scheduled castes and scheduled tribes are co-opted only to the extent to which they are not already represented. In Mysore, a woman and a person from scheduled castes are nominated by Government. In Gujarat, it is recommended that reservations for women, scheduled castes and scheduled tribes should be made in the direct elections to the Parishad.
- (e) In Punjab and Rajasthan, persons with experience in administration, etc. and in the recommended set-up for Gujarat, persons having necessary outlook and experience in education are co-opted on the Parishad, whereas in Uttar Pradesh, Government nominates a member from institutions engaged in social uplift work.
- (f) Representation to municipalities and other institutions is given only in two States by giving ex-officio membership of the Parishad to the Chairmen of Municipalities, Town Committees and School Boards in Assam and Presidents of Municipal Boards in Uttar Pradesh.
- (g) In Andhra Pradesh, Uttar Pradesh, Assam, Madhya Pradesh, Madras, Mysore, Orissa and Rajasthan all local Members of Parliament and Members of State Legislatures are members of the Parishad having the right to vote. In Punjab, Members of Legislative Assembly and Members of Legislative Council are members without right to vote. Local Members of Parliament and Members of Legislative Assembly except those elected from purely urban constituencies and Members of Legislative Council residing in the district are

to be associate members of the proposed Parishad in Gujarat.

- (h) The Collector or the Deputy Commissioner is a member of the Parishad in Andhra Pradesh, Madras, Mysore, Orissa and Punjab. In Gujarat, associate membership is recommended for the Collector. In Uttar Pradesh, the Mukhya Karya Adhikari is a member of the Parishad. Other officials, specified by Government or prescribed in the enactment, are members of the Parishad in Andhra Pradesh, Assam, Madhya Pradesh, Madras, Mysore and Orissa. The Secretary of the Parishad is also its member in Andhra Pradesh and in Punjab he can attend its meetings. All these officials have no right to vote in any of the States.
- 4.19. The position of the Collector vis-a-vis the local bodies deserves to be noted. We have been able to get this information fully only in respect of some States. Although he is a member of the Zila Parishad in some States, he is its President only in Madras and Mysore. Although he is an ordinary member of the Parishad in Andhra Pradesh, he is the Chairman of all its Standing Committees. In Mysore, where the Collector is the President of the District Development Council, he can suspend or prohibit the execution of any resolution or order passed by the Council or Taluka Board and can also direct execution of any work or the doing of any act which he considers necessary in emergency. He can also inspect the immovable property, documents, records, etc. of the district and lower bodies and can reduce, in consultation with the District Council, the number of servants of Village Panchavats or Taluka Boards or the amounts of their remuneration. He can also direct specified duties to be performed, by these bodies in case of default. In Andhra Pradesh, he has also the powers to suspend or prohibit the execution of any resolution or order of the Zila Parishad or the Samitis and in an emergency he can order the execution of any work or doing of any act which he considers necessary. In Assam and Rajasthan, the Collector has power relating to suspension or prohibition of a resolution or order of a local body. An emergency power for getting a work executed or an act done is given to the Collector in Uttar Pradesh. In Rajasthan and Uttar Pradesh, he has power to inspect the immovable property, documents, records, etc. of the district

and lower bodies. In Mysore, Uttar Pradesh and Andhra Pradesh he has certain powers of inspection of and suspervision over the local bodies. In Madras, the Collector has power to appoint such officers, for the purpose of efficient performance of the work of the District Council, as he considers necessary and to determine their functions. In the proposed set-up of Gujarat, no controlling powers are proposed for the Collector. It will thus be seen that in most of the States, while an attempt has been made to associate the Collector with the Parishad, he is also being given administrative supervision and even powers of control.



CHAPTER 5

CASE FOR DEMOCRATIC DECENTRALISATION

Background

- 5.1. While tracing historical development of the variety of statutory and non-statutory bodies in this State, we have also shown how these bodies are functioning today with reference to the responsibilities bestowed on them. There is no doubt that the statutory bodies, as now constituted, are on the accepted democratic principles and are given considerable powers. At the same time, development activities almost in all economic and social spheres have been initiated and executed by Government departments with the association of local interests through local bodies or ad hoc committees. Evaluation of the results achieved so far has stimulated thoughts on the desirability of re-organising the pattern of local bodies as well as the local and State administrations. There are some who feel that we have generally proceeded on correct lines and in spite of defects mentioned in para. 3.18, which according to them are remediable, we have achieved much more striking in all spheres of human activity than countries placed in a comparable position. On the other hand, there is a very strong opinion that the basic approach to the constitution and working of local bodies needs a complete re-orientation. We shall, therefore, endeavour to analyse the present position and examine if a change is necessary and, if so, in what direction.
- 5.2. Our Constitution while requiring States to organise village panchayats as the primary units of self-government has also specifically directed provision of free and compulsory education, promotion of economic interests of the weaker sections, efforts to raise the general level of living standards and such other basic measures. In pursuance of these directive principles and with the object of achieving rapid progress, the nation undertook a planned development of the country's resources. The First Five-Year Plan enunciated the role of local bodies in development programmes and suggested that the general direction of policy should be to encourage and assist them in assuming responsibility for as large a portion of administrative and social services within their areas as may be possible. In the Second Five-Year Plan, the Planning Commission observed that these recommendations

had not been carried out to any great extent and after reiterating the widely felt need for creating a well organised democratic structure of administration within the district observed as follows:—

- "In this structure village panchayats will have to be organically linked with popular organisations at a higher level. In some States it may be convenient to have a democratic body at the district level, in others at the level of sub-divisions. In either case there are two essential conditions to be aimed at. In the first place, the functions of the popular body should come to include, if necessary by stages determined in advance, the entire general administration and development of the area other than such functions as law and order, administration of justice and certain functions pertaining to revenue administration. The second condition is that for smaller areas within the district or the sub-division such as development blocks or talukas, sub-committees of the popular body should be assigned clear functions in the implementation of local programmes."
- 5.3. Nevertheless, the local self-governing institutions continued their existence more or less under the same laws and conditions. No conscious efforts were made to create that oneness of purpose between the local bodies and the State Government or its various agencies which is necessary for co-ordinated development. As these bodies principally depended upon Government grants which were subjected to various conditions and restrictions, their activities were too limited to produce any noticeable impact on the rural population. Consequently, the object underlying the local self-government policy was not realised. As Government had to undertake rapid and all-sided development of the country with special emphasis on the provision of basic amenities in the rural areas, a large number of schemes were started through its own agencies, namely, the Government departments.
- 5.4. The services, which were so far organised for performance of regulatory functions, were faced with new tasks and new responsibilities which required thorough orientation in their attitudes, methods of working and training. The Government apparatus retained basically the same character except that the staff increased with every new scheme. As it exists today, it suffers from certain disabilities due to its connections

with the past. A prominent feature of pre-Independence administration was over-centralisation due to the natural re-. luctance of those in power to part with it and lack of confidence in subordinate staff which was fully Indian. The result was that subordinate officers were unable to discharge their functions either effectively or expeditiously. They had no opportunity to show initiative and drive as they could operate only within the limitations imposed by various codes, rules and regulations of the old regime and almost in every case had to obtain sanctions from superior officers. Administrative delays created a good deal of discontent and frustration amongst the people, to overcome which Government created ad hoc advisory bodies on whose advice certain officials could act without reference to higher authorities. Most of the State Governments appointed Committees to study their administrative machineries and report their re-organisation. These reports have invariably recommended substantial delegation of authority from the State Government to its officers particularly with reference to development work and some have also suggested decentralisation of State's functions and their devolution on the local bodies.

5.5. The object of Community Development programme was to develop rural areas intensively and its funds were expected to act as a catalytic agent to stimulate local participation and effort. In order to ensure association of the people with this programme and other Plan schemes, Government established a number of ad hoc bodies at the taluka, district and State levels. The programme evoked in its early years considerable interest and participation in development work and achieved good results in providing amenities like school buildings, roads, drinking water wells, etc. It was, however, soon realised that it was not capable of meeting fully even the basic needs of all villages and more significantly, it failed to generate momentum in the field of economic development. The Mehta Committee noticed that attempts made to harness local initiative by the formation of ad hoc bodies which were mostly nominated and advisory in character had not succeeded. The Committee further observed that these bodies had given no indication of either durable strength or leadership necessary to provide the motive force for continuing the improvement of economic

and social conditions in rural areas. It, therefore, came to the conclusion that--

"So long as we do not discover or create a representative and democratic institution which will supply the 'local interest, supervision and care necessary to ensure that expenditure of money upon local objects conforms with the needs and wishes of the locality', invest it with adequate power and assign to it appropriate finances, we will never be able to evoke local interest and excite local initiative in the field of development."

5.6. We have already referred to the marked change in British policy towards Local Self-Government in India following Lord Ripon's Resolution of 1882. Successive Secretaries of State emphasized this policy which is succinctly expressed in the following passage from the Government of India Resolution of 18th May, 1918—

"The object of Local Self-Government is to train the people in the management of their own local affairs and that the political education of this sort must, in the main, take precedence of considerations of departmental efficiency. It follows from this that local bodies should be as representative as possible of the people whose affairs they are called upon to administer, that their authority in the matter entrusted should be real and not nominal, and that they should not be subjected to unnecessary control, should learn by making mistakes and profiting by them."

However, the local self-governing institutions created by them did not achieve the objectives. In the post-Independence period, instead of real effort to re-organise them, there was a tendency to create multiplicity of local bodies and in some cases even to withdraw certain powers or functions entrusted to the local self-governing bodies although the basic object of local self-government expressed on numerous occasions since 1882 remained the same.

5.7. It will thus be seen that the present pattern of local administration consists of village panchayats at the base and a multiplicity of statutory and ad hoc bodies at the block, taluka and district levels. In addition, there are a number of committees at regional and State levels which the Government

had to set up to co-ordinate the working of these different bodies. This has resulted in overlapping of functions, duplication of staff and diffusion of efforts and responsibilities. Our enquiry indicates that both the local bodies and ad hoc committees have not been able either to infuse the necessary enthusiasm or to create any noticeable impact on the pace of development; nor have they provided adequate opportunity to train the people in the art of self-government. This leads to the irresistable conclusion that neither the Government machinery nor the existing local self-governing institutions have been able to create that sense of partnership in the people which is necessary for the proper formulation and implementation of a development programme.

5.8. In the context of these circumstances, the question is what type of local administration would achieve maximum coordinated development and provide opportunity to train the people in the art of self-government. It is argued by some that a planned economy implies centralisation of planning and direction and with the modern means of communication it should be possible to set up efficient regional administrations to execute development programmes in conformity with assigned priorities and in accordance with the wishes of the people by associating them through local advisory committees. On the other hand, it is urged that autonomous local governments are essential for successful and stable democracy and for stimulating local effort in development work. Technically, the former is known as ' deconcentration ' and the latter as ' decentralisation', and a choice has to be made between the two alternatives.

Why Decentralisation

5.9. Our nation has solemnly resolved to be a Sovereign Democratic Republic and is thus pledged to the adoption of a democratic way of life. Accordingly, popular Governments have been formed at the Centre and in the States through directly elected representatives. The Constitution under Article 40 has also specifically directed the State Governments to take step3 to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government. Democracy, in its true sense. cannot be expected to have a stable and permanent existence if it is based only on democratic institutions at levels so remote from each other. History of other democratic countries has shown that like stable and unstable equilibrium there can be also stable and unstable democracies. The latter easily succumb to undemocratic forces as is seen by events around us. In order, therefore, to ensure an integrated and stable democratic structure capable of survival under stresses and strains which are implicit in this form of Government, it is imperative that there should be democratic institutions at intermediary levels between the State Government and the Village Panchayat.

- 5.10. It is undoubtedly true that planning has to be centralised as it has to achieve certain basic national objectives. However, we believe that the purposes of planning and its execution can be better achieved in the sphere of local activities through local initiative and effort within the overall objectives of the National Plan. Such local direction and participation would cumulatively result in a more realistic implementation of the National Plan and bring out a marked increase in the planned effort.
- 5.11. There is another reason why democratic decentralisation is a practical necessity. Prior to Independence, the Central and State Governments were content with maintenance of law and order, provision of such amenities to the people as could be met out of the revenues and limited economic development which would not prejudice Imperial interests. After Independence. the emphasis naturally shifted from law and order to development and the Central and State Governments were called upon to direct all their energies to the basic problem of raising the standard of living of our people. They had, therefore, to plan and undertake execution of basic National schemes relating to steel production, power generation, production of heavy machinery, river valley projects, scientific and technical advancement, major irrigation, highways, intensive soil conservation, cattle or dairy development, etc. At the same time, on account of the pressure from rural population, Government had to implement a variety of local schemes. The existing local bodies to whom such schemes could have been entrusted were not competent to shoulder the responsibility due to lack of adequate finance, personnel and organisation. In the result, the State's energies were divided

between major State schemes and minor local schemes and the latter received priority on considerations of expediency to the detriment of the former. This was undesirable and unfortunate from the point of view of long range development of the country. It is, therefore, necessary that the State should divest itself of the responsibility for local activities which could be best left to the people's initiative and resources thereby enabling the State to concentrate on major schemes which it alone can undertake.

The advocates of deconcentration maintain that the local administration can function more efficiently and objectively if it consists of a hierarchy of officials under direct control of the State with local advisory committees, if necessary They concede that if local bodies are considered their functions should be limited purely to civic amenities. leaving development activities and policy-making to the State. In the first place, it will be extremely difficult in rural areas to demarcate civic and developmental functions when the development work in rural areas primarily consists of provision of civic amenities like education, communications, medical relief, water supply, drainage, public health measures, veterinary aid, etc. Secondly, we have earlier discussed how advisory or ad hoc committees have proved ineffective. Thirdly, it will be undesirable to reverse the accepted policy prevailing over the past so many decades of entrusting more and more functions to the local bodies.

Lastly, it has to be admitted that even the modest targets prescribed ten years ago as minimum amenities to the rural people have not been realised at the end of the Second Plan. At the same time, in the wake of an urge for better living, arising out of a variety of developmental activities initiated by Government, the rural people are demanding higher and higher standards of what they consider necessary amenities or facilities which the planners accept as legitimate demands but for which they are unable to find the requisite funds. The planners working under overall fiscal limitations have to strike a balance in the emphasis to be given for distribution of resources between schemes of local development and those which have to be undertaken by the Central and State Governments to achieve certain national objectives. Hence the funds which the Central and State Governments can

release, after fulfilling their obligations in respect of major projects essential to lay a proper foundation for the economic strength of the country, will always be limited and inadequate to satisfy the rising demands and aspirations of rural areas. There is obviously a limit to the departmental machinery being able to pursuade the people to augment the resources to any appreciable extent. On the other hand, we believe that majority of the people will voluntarily offer themselves for greater taxation or levy of fees or make larger contributions in cash and kind if they see the benefits of their sacrifice actually accruing in their areas and further, only if they have full authority to determine the manner in which the proceeds of such sacrifice are utilised. We thus again come to the inescapable conclusion that the pattern of local administration should be such as could harness the available resources in a manner which will multiply their beneficial effects by people willingly sharing greater burden for their prosperity and well-being. Further, without such constant effort on their part, it will not be possible for them to maximise the utilisation of facilities and material benefits which will be progressively released to a larger extent as the major State schemes materialise.

5.13. The idea of democratic decentralisation is opposed on other grounds also. Some have expressed the view that the existing local institutions have hardly had a satisfactory record of achievement, that the efficient use of modern technology cannot be ensured through small administrative units and lastly, that the present society, with its high degree of illiteracy, is ridden with caste and communal factions leaving little scope for emergence of healthy leadership. We are, however, unable to share their The existing local institutions are not in a position to show satisfactory record due to limitations under which they have been working as mentioned in para. 5.3. With regard to the possible difficulty in efficient use of modern technology, it may be pointed out that a large number of schemes of local nature do not involve use of high technology. Further, this difficulty can be surmounted by providing adequate technical staff to the local bodies, making available to them technical advice of higher State officers and entrusting to them only such schemes as do not require higher technical skill. Illiteracy and factions are the cause as well as the effect of low economic development. These features. which are found in any under-developed country, cannot be removed except by a concerted effort at political education and rapid economic development, even at the risk of some loss of efficiency and mistakes. It is, therefore, all the more necessary to devolve on the local bodies real authority so that its exercise makes them politically conscious, gives them training in the art of self-government and produces an urge for economic progress. There is, in our view, no justification to become unnecessarily pessimistic about certain undesirable aspects in the present-day society.

5.14. Apart from our pledge to a democratic structure of Government, the Constitution has also committed us through its directive principles to an equalitarian social structure. In respect of economic development the Nation has also accepted the establishment of a socialistic pattern of society as its goal. Realisation of this social and economic order would undoubtedly depend on the extent to which the spirit of equalitarian and socialistic pattern of society will permeate the activities of Government and the democratic institutions of the people. Government will necessarily have to enact bold legislation and mould planning or execution of all schemes accordingly. Efficient, representative and autonomous local bodies between the State and the villages imbued with the same ideals will alone provide the State with the massive support required for such measures.

Problems of Decentralisation

- 5.15. In view of the above observations, we are convinced that decentralisation in as large a measure as possible should be carried out and cannot brook further delay. This will undoubtedly give rise to numerous problems and, therefore, it will be useful to point out briefly some general considerations in respect of the devolution of State's functions on local bodies, the constitution of local bodies, the manner in which they should function and the financial resources which should be made available to them for effective discharge of their new responsibilities.
- 5.16. At the outset, it will be necessary to examine the present functions of local authorities, as also those of the State comprehensively in all sectors of administration and then decide the maximum extent to which such functions should devolve on the new local bodies. It will, therefore, be proper to demarcate

initially the minimum functions which should be retained by the State for specific reasons like requirement of higher technical skill, necessity of bigger organisations, discharge of certain basic responsibilities and need for co-ordinated, long-range or broad-based planning. The entire field of activity including administrative and regulatory functions of the State which do not come within the purview of the above categories of functions should, in our opinion, be devolved on the local bodies without reservation unless there are good reasons to the contrary. Such devolution should be real and not nominal, giving full scope and freedom to the local bodies to exercise initiative both in policy-making and its implementation. They will necessarily have to be invested with adequate authority to discharge such extensive responsibilities. As a corollary, the State should avoid imposing any unnecessary controls on their activities so that even if they make mistakes in the early stages they would benefit by the experience gained. Even with regard to functions or schemes not transferred to local bodies, we feel that there should be sufficient elasticity so as to permit greater decentralisation progressively. The same principle should apply inter se between the local bodies at different levels. Such decentralisation should lead to rationalisation and economy, releasing more funds for actual work. It would also enable the State to simplify its procedures and systems and effect significant reduction in its administrative costs.

5.17. We have already referred to the haphazard growth of a multiplicity of statutory and ad hoc bodies with overlapping functions resulting in uneconomic and unco-ordinated effort. In our opinion, therefore, it will be necessary to evolve a unified and compact structure of local bodies which is capable of shouldering the responsibilities proposed to be placed on them. Their constitution will have to be such that they are really democratic units, sufficiently representative of the areas and capable of supplying local interest, supervision and care necessary to ensure that the expenditure of money by them conforms with the needs and wishes of the people. They should be able to evoke greater local initiative and participation and mobilise local resources to the maximum so as to undertake a balanced development programme throughout the area, with particular emphasis on weaker sections of the people. They should provide full scope for training in

the art of self-government and fostering growth of healthy leadership. It may be that, in the early stages, such local bodies may not be as efficient as desired but the scope they will provide for political education is of far more vital importance than mere departmental efficiency. We have no doubt that efficiency will improve as more and more local knowledge and local interest are brought to bear on matters concerning local problems.

- 5.18. In the discharge of such a large number of functions the local bodies may suffer from one or the other of the following shortcomings. Firstly, some of its elected representatives may give greater importance to administrative details than to matters relating to policy planning, production and public participation. Secondly, there may be difficulties in ordinating the work of local bodies at different levels and their administrative departments. Lastly, on account of very nature of democratic institutions, they cannot provide centres of initiative and drive. These shortcomings will doubt diminish progressively with political education of people and their elected representatives. However, by clearly defining the functions of local bodies, their committees and the executive machinery, it should be possible to counteract these shortcomings while they exist. We will have, therefore, evolve a co-ordinated system which will provide scope for showing initiative at different levels and also to utilise the services of popular leaders as office-bearers of the elected bodies with properly defined powers and responsibilities.
- 5.19. In order to enable the local bodies to function effectively, they will have to be provided with an administrative machinery, responsive to the people and yet providing an efficient and impartial local administration. Its organisation should present a unified structure, complementary to that of the local bodies. The manner of working of each local body as well as its administrative wing should be such as to make for speedy decisions and efficient execution.

Experience has shown that the bigger the administrative unit the more impersonal becomes its administrative organisation. In an impersonal administration, executives at higher levels lose contract with 'grass roots' and secondly, the administrative apparatus develops into a complicated machinery with

elaborate procedures, time-consuming methods of noting, drafting and office routine, checks, counter-checks and super-checks at all levels and in a number of cases the red-tape and technicalities impede the disposal of work thereby inhibiting initiative and drive. The local administration, as we visualise it, should be free to the maximum possible extent from these defects, and there should be constant endeavour in that direction.

- 5.20. The magnitude of ocal effort will depend upon the financial resources placed at the disposal of local bodies. Funds can be made available to the local bodies in two ways, namely, by assigning certain taxes and revenues and by giving grants. They will have to be p ovided with definite sources of taxation and revenue and given sufficient and wide powers of levying fees. charges, etc. The funds which are made available through these sources should be sufficient to enable them to meet a portion of expenditure on administrative activities and committed schemes which will be transferred to them. The State should sanction grants either on population or area basis in order to enable the local bodies to meet the remaining portion of the administrative and committed expenditure. With regard to the Plan schemes, the Government should bear a large share in the expenditure involved, leaving it to the local bodies to raise their own resources by increasing the taxes or other revenues, participation of the people, etc., to meet the balance. The intention should be to prevent these bodies from being dependent entirly upon Government for their finances. Before undertaking a new scheme, it should be obligatory on them to bear at least a small part of the expenditure by raising additional resources. In order to provide an incentive for raising such additional resources. matching grants by Government may also be given.
- 5.21. In our view, decentralisation does not mean division of the functions of State between the State Government and the local bodies, each discharging its functions independently of the other. Decentralisation means and includes devolution of State's functions on local bodies, the latter discharging them subject to the constitutional responsibility of the State in respect of law and order and development. Of course, in respect of the functions devolved on the local bodies, they will have full freedom in deciding the priorities between the various activities

52

and the suitability of the areas in which they should be undertaken provided they conform to the general policy of the State. On the other hand, the State will have to exercise certain amount of supervision and control to ensure that the administrative and regulatory functions devolved upon the local bodies are discharged properly and that developmental activities undertaken by them are not at variance with the State or the National Plan. In view of the large devolution of functions, it will be also necessary for the State to provide for certain built-in safeguards which, while giving freedom to the local bodies in their activities. will maintain the efficiency of local administration.

5.22. Considering the various aspects of this question, we think that it should be possible to establish democratic bodies, invest them with necessary authority, and provide them with suitable administrative machinery and financial resources so that they would be able to plan and implement all schemes of local nature with efficiency, speed and economy. The fundamental purpose of decentralisation should be to train the local leadership to assume higher responsibilities and to serve the people with maximum efficiency and economy and with minimum vexation so as to meet their growing needs within the resources at their disposal, giving priority where it is legitimately due. This, in our opinion, is the real content of decentralisation.

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CHAPTER 6

THE LOCAL SECTOR

6.1. The first problem of decentralisation which we have posed in the last Chapter requires an analysis of the present functions of the State and local administrations with a view to discovering the general principles which should govern their allocation between the two authorities. We shall then proceed to classify them into what may be termed as 'State sector' and 'local sector', so as to eliminate overlapping and duplication.

Functions of Statutory Local Bodies

- 6.2. Under Section 45 of the Maharashtra Village Panchayats Act, 1958, the Village Panchayat is responsible for sanitation and public health, public works, education and culture, village defence, village industries, agriculture, preservation of forests and cattle improvement in the village. It is also competent to take up other items such as watch and ward of the village and crops. regulation of offensive and dangerous trades and practices, numbering of premises, control of cattle-pounds, threshing floors, grazing grounds and community lands, registration of births. deaths and marriages, and also collection of land revenue when so empowered by Government. In fact, the section is so comprehensive that a Panchayat can undertake, subject to its resources, any social or economic programme for the development and wellbeing of the village. A Nyaya Panchayat formed for a group of five or more villages is empowered to decide petty civil and criminal matters.
- 6.3. The functions of District Local Boards, District Boards and Janapada Sabhas are divided in two categories, namely, obligatory and discretionary and generally follow more or less a similar pattern. These are very comprehensive and embrace a large number of developmental as well as regulatory activities. The former include construction and maintenance of roads, hospitals and water works, promotion of primary education, public health and co-operation, provision of veterinary services, construction and management of small irrigation works, development of cottage industries, afforestation and the like. Some of their important regulatory functions are assessment and collection of taxes, inspection of weights and measures,

regulation of pig-keeping, numbering of premises, and regulation of even vehicular traffic. It will thus be seen that the existing statutes have authorised these bodies to undertake a very large number of developmental functions of a local nature and to exercise considerable regulatory powers. In actual practice, however, they have not been able to discharge many of their functions due to lack of resources and administrative apparatus required for their performance.

- 6.4 The District School Board is responsible for primary education in the district. It has control over all approved schools and can grant aids to private approved schools in its jurisdiction. Its functions are to maintain an adequate number of primary schools with necessary accommodation, staff and equipment, provide for welfare of school children, recommend modifications in the curriculum to suit local requirements, advise Government on primary education and undertake propaganda for expansion of primary education. The School Board is competent, with the sanction of the Director of Education, to make regulations in respect of days and timings for school attendance and other matters.
- The District Village Panchayat Mandal has entrusted with the task of encouraging the establishment of Panchayats and fostering their development in the district. It is responsible for supervision and control over the Panchayats to facilitate which it has been vested with certain administrative and regulatory functions. It can send for proceedings of a Panchayat or any document in its possession as also obtain returns, statements, accounts and reports as it may consider necessary. It can require a Panchayat to take into consideration any objection with regard to action contemplated by it or any information which in its opinion would justify the performance of a particular act. It can take action on audit inspection notes, recommend surcharging on those responsible for illegal or wasteful expenditure, reduce the Panchavat staff and their remuneration if it considers them excessive and arrange for the performance of a duty defaulted in by a Panchayat. The Panchayat Mandal is competent to delegate its powers to its office-bearers or the District Village Panchayat Officers. It has to be consulted by Government before dissolution or supersession of a Panchayat.

6.6. After examining the functions and responsibilities of the various existing statutory local bodies described above, we feel that they should remain in the local sector and be exercised by bodies at appropriate levels. No function vested in them at present is proposed to be withdrawn. In some cases local bodies exercise certain functions in a particular region which are performed by a Government agency in other regions. We propose that such functions as are exercised by local bodies in any region should be included in the local sector. The supervision and control over Village Panchayats which the District Village Panchayat Mandal exercises at present will also remain with an appropriate local body.

Functions of the State

6.7. With a view to stepping up the pace of development in rural areas the State had to perform most of the functions concerning development out of its own funds through its administrative agencies. Thus, even a simple scheme like village water supply is handled as parts of different programmes through various agencies such as the National Water Supply and Sanitation programme of the Central Ministry of Health, the Village Water Supply programme of the State's Rural Development Department. the Piped Water Supply scheme for villages of the State's Public Health Department, the Community Development programme in areas covered by it, the Centrally-sponsored Local Development programmes of the Planning Commission in the remaining areas and lastly, by the local bodies out of their own funds. Sometimes the funds required for implementing a scheme have to be obtained from a number of sources, thus making co-ordination difficult. For example, in the case of a primary health centre, the cost of construction of buildings and staff quarters is met from the funds made available partly from the Community Development budget, partly by the Central Ministry of Health and partly by the State's Public Health department. As regards its recurring expenditure, the local body is asked to meet 20 per cent of it, while the rest is borne by the Community Development budget during Stage I and thereafter by the State's Public Health department. This would go to show how the State administration on its own or with the assistance from the Centre

has entered into different spheres of activities of local authorities. While this may have been inevitable in the early stages of the transformation of the regulatory State into a welfare State, we feel that a stage has now been reached which would justify a complete devolution of such functions to the local bodies with the requisite funds.

- 6.8. With this end in view, we carried out a detailed examination of all schemes of each Government department to determine as to which of them should and need not remain with the State administration. The schemes were classified into four categories, namely, State, District, Taluka/Block and Village schemes, according to the size of the area to which their benefits extended. Schemes like research, state technical institutions, university education, national and state high-ways, central cattle-breeding farms and development of industrial areas, which fall in the first category can be best handled only centrally by the State Government. Schemes falling under latter three categories are, prima facie, considered as suitable for entrustment to the local bodies unless there are other sufficient and cogent reasons to retain them with the State. Broadly speaking, out of these schemes, those which are capable of being more effectively handled by the local bodies and which through local initiative and participation can be reasonably excepted to generate spontaneous development should be invariably included in the local sector. Functions which involve adjudication of rights and obligations whether as between individuals or as between individual and the State and the use of State's coercive powers as also schemes which are required for intensifying coordinated development should continue to remain the responsibility of the State.
- 6.9. The primary function even of a welfare State is to protect life and property and enforce contracts. Preservation of law and order through the Police and Judicial departments, quasi-judicial functions of adjudication and regulation and exercise of coercive powers to enforce compliance are the primary responsibilities of a State Government. There was a unanimity of opinion amongst all with whom we discussed these matters that such functions should be retained by the State Government, apart from such judicial and quasi-judicial functions as are rela-

tively of a minor nature which can be advantageously entrusted to the local bodies. We have given careful consideration to the question as to which of the functions of Revenue Officers should be transferred to the local bodies. We are definitely of the view that all those powers which they exercise as Revenue and Tenancy courts, including coercive measures for collection of land revenue and other Government dues and certification of record of rights should remain with them. However, certain functions performed at present by the Village Talathi or Patwari such as collection of land revenue and other Government dues and writing and maintenance of village records can be entrusted to the local bodies with some precautions.

The experience of entrusting land revenue collection to Panchavats in Saurashtra and some villages in Vidarbha has been very satisfactory. Moreover, as according to the present policy of Government, the posts of Panchayat Secretaries and Talathis have been combined, they have to work under dual control of the Village Panchayat in regard to panchayat matters and the Collector in regard to revenue matters. We think that such dual control is undesirable and should be avoided by making-Panchayat responsible for all the work which the talathi does at present. In that case, the control of the combined cadre of Talathicum-Panchayat Secretaries could be handed over to the appropriate local body. However, the control and supervision of the Collector and his subordinate officers in respect of the work thus transferred should remain in tact, so that they will continue to inspect and check village revenue records. If a Village Panchavat fails to discharge its revenue functions properly, its Secretary, if responsible, can be dealt with departmentally and suitable action against the Sarpanch or the Village Panchayat can be taken under the provisions of the Village Panchayat Act.

6.10. In the guiding principles of the Maharashtra State as also from the various policy statements of the State Government, its declared policy is to promote growth of large, medium and small industries, to encourage the establishment of village and cottage industries through the medium of co-operatives as far as possible and thus to utilise the State's industrial, mineral and man-power potential to the fullest extent possible. At the meeting of the National Development Council held in Delhi

in September, 1960, the Chief Minister pointed out that agricultural community was to be made prosperous it was necessary to develop some sort of an agro-industrial structure." It is considered that the remedy for the growing problems of pressure on land and rural under-employment does not lie only in land reform measures and distribution of land through ceiling or deforestation. In order to tackle these problems, it is essential to embark upon an integrated agro-industrial development programme. This programme comprises of rural electrification, establishment of agricultural processing industries, industries relating to improved agricultural implements and fertilisers, cattle and dairy development, etc., so as to achieve a complementary development in the fields of agriculture and industry. Thus, this policy envisages the transformation of the present predominantly agricultural economy into a dynamic agro-industrial economy resulting in more production, dispersal of industries as against its concentration in a few cities, and progressively larger absorption of rural people in such industries. Another guiding principle accepted by the State is the promotion of technical training as an aid to industrial development. Implementation of such a co-ordinated programme demands that Government should be itself responsible for the more important aspects of agricultural and industrial programmes as well as technical training. Accordingly, all schemes of medium industries and higher technical education including industrial technical institutes, technical high schools or technical high school, centres should remain with the State. Local bodies, however. will be able to manage schemes of cottage industries like training institutions and schools, training-cum-production centres, sale depots and disbursement of grants and loans to individual craftsmen.

6.11. In the "Approach to the Third Five Year Plan" of the Maharashtra State which was presented to the Legislature in August, 1960, a distinction is drawn between general development which will apply to the whole State and intensive development of particular regions according to their potentialities. By way of illustration, it has been stated that the development of fisheries should be concentrated on the western coast and tank areas in the Chanda and Bhandara districts which are most suited for this purpose. Similarly, intensive development

of paddy, cotton and oil seeds cultivation has to be concentrated in the areas which stand out as most suitable for such crops. While different areas in the State are suitable for intensive development through irrigation, agriculture, dairying, afforestation etc., the linked programmes of contour bunding, well construction and agricultural extension have to be undertaken in the areas which suffer from scarcity or which are not likely to be served by any other scheme of economic development. Such a programme of intensive development has to be undertaken as a long-term measure, requiring considerable period of gestation and involving heavy outlays, higher technical skills and an organisational effort which are likely to be beyond the means of local bodies. Besides, it cannot be undertaken in isolation from related programmes. For example, contour bunding can be undertaken only for whole catchments and not for individual fields and in order to get the maximum results, has to be combined with an intensive programme of well construction and the adoption of dry farming methods. We, therefore, feel that the schemes which require intensive development effort and higher technical skill such as major, medium and minor irrigation works irrigating more than 250 acres of land, all schemes of dairy development, most of the schemes of fisheries department, soil conservation and nucleus and foundation seed farms should remain with the State Government. On the other hand, all other schemes of agricultural and animal husbandry departments, extension of improved methods of production and utilisation of the facilities provided by the State Government which offer the best scope for public participation should be transferred to the local hodies.

6.12. The Community Development programme was initiated for intensifying certain development activities in the rural areas by providing funds for specified subjects. At the same time, various schemes of the departments were implemented in the block areas for the same purposes through the departmental staff. Practically all such schemes have been proposed by us for transfer to the local bodies and on an analysis of budget figures we find that funds so released will be substantially more than what is available under the schematic budget pattern of the Community Development programme. It would obviously be confusing if

funds made available for the same purpose are allowed to retain separate indentity. In fact, it would be logical to combine all such resources and utilise them in a co-ordinated manner. We, therefore, recommend that the funds available out of the Community Development programme should be pooled and distributed to the local bodies without reference to the schematic budget. Multipurpose Development Projects are allotted in scheduled areas inhabited by tribal population. For each such Project, there is a provision of Rs. 27 lakhs of which Rs. 12 lakhs are from the Community Development funds as part of the schematic budget. Though the funds of the Community Development programme would be pooled, it would be still necessary to provide the projects situated in scheduled areas with the additional funds allotted by the Ministry of Home Affairs for their special welfare. As regards the Sarvodaya scheme, we feel that it is not necessary to continue it, as the entire State will be very soon covered by the Community Development Blocks and, in scheduled areas, by special Multipurpose Development Blocks.

6.13. Loans are at present being given by Government out of State funds or the Community Development budget to individuals, co-operative societies, etc., mainly for the purposes of agriculture, irrigation, animal husbandry, cottage industries and rural housing. The bulk of the loans are for agricultural and irrigational purposes for which the co-operative agencies are also financing to a considerable extent. Government has accepted the policy that ultimately all short-term finance for agriculture should be made available through the co-operative central financing agencies and all medium and long-term finance for both agricultural and irrigational purposes should be channelised through the land mortgage banks. We understand that similar scheme is being worked out for industrial co-operatives. We expect that the concerned co-operative financing agencies will be in a position to provide adequate finance for these purposes in the near future. Till then it will be advisable not to disturb the present arrangements in regard to loans for agricultural and irrigational purposes. As regards the provisions for agriculture and irrigation in the Community Development budget, we would recommend that they should be pooled with the corresponding provisions in the Plan and the agricultural production programme implemented

in such a manner that the loan expenditure in no block is less than the provision in the Community Development schematic budget. There is, however, no objection to give the work of advancing loans to persons from backward classes for agricultural purposes to local bodies under the scocial welfare programme. The work of sanctioning loans for various purposes like animal husbandry, cottage industries, etc., for which no alternative cooperative agencies are contemplated and Government is financing the loans from its revenues can and should be transferred to the local bodies. The rural housing schemes which involve loans or grants to individuals or smaller local bodies for housing purposes will then be transferred to the local bodies which can also deal with backward class housing schemes including backward class housing co-operative societies.

6.14. The main functions of the Forest department are not only conservation and exploitation of existing forests but also undertaking major and minor afforestation schemes in suitable areas and proper utilisation of forest produce. In some of the reserve forests there are 'insettlements' of persons who have to work as labourers for the various departmental operations. The accepted policy of Government is to provide Village Panchavats for the entire population in rural areas. We would therefore recommend that Village Panchayats should be formed for these 'insettlements' also and that, if this is not possible, Government should evolve some system by which people concerned obtain the benefits of Panchayat administration. There is also an unfortunate feeling among the village folk, most of whom are agriculturists, that the interests of the Forest department are antagonistic to theirs. This has resulted in considerable illicit cutting, both for profit as well as for domestic or agricultural needs of the villagers. We feel that it is essential to enlist the active co-operation of the village people not only for conservation but in afforestation schemes also. We would therefore suggest that afforestation work other than major schemes may be entrusted to Village Panchayats or higher local bodies according to their extent and importance. The approach to them should be such that the people of the locality realise that they stand to benefit directly by such schemes and that in the long run forests are essential for good agriculture. Under supervision of Forest officials. the Panchayats of villages in the vicinity of forests may be authorised to issue passes up to prescribed limits for the forest produce which is required by agriculturists for their domestic use or for agricultural purposes. Schemes concerning village woodlands and grazing could be made the responsibility of the Panchayats under the supervision of a higher local body. Such schemes can provide the villagers with grazing facilities, green manure, fuel and timber for domestic use and agricultural implements or carts. The department should also evolve schemes of afforestation, conservation and exploitation which could be entrusted to appropriate local bodies.

- 6.15. In regard to social services, we are of the opinion that there is a substantial scope for transfer of functions which are at present performed by the State. The subject of primary education and basic education, including schemes of loans and scholarships and school buildings which is dealt with by local bodies in this State, except Marathwada, should remain in the local sector. As regards secondary education, since the Education department will continue to be responsible for the policy relating to it and will exercise control through a system of grants-in-aid, we feel that it is desirable to transfer this subject also to local bodies. We feel that this step will go a long way in giving impetus to the establishment of secondary schools and high schools. The functions of the local body will be restricted to making recommendations to the Director of Education for the sanction of grants and loans and to disburse them to such institutions after receiving his sanction. As regards Government-run secondary schools and high schools, the State has already decided as a policy to entrust such schools to private educational bodies wherever such bodies are forthcoming. If suitable private bodies are not available, they should be transferred to the local bodies.
- 6.16. As regards the Public Health department, we feel that practically all activities concerning medical relief and public health can be conveniently transferred to the local bodies. The only exceptions that we suggest are schemes which provide specialised services and training which have to be organised on a State or regional basis. Such schemes are civil and cottage hospitals, including T. B. clinics or ambulance services attached to them, leprosy clinics and hospitals, laboratory services, dental clinics

and state-wide programme for the control of communicable diseases such as malaria, filaria, etc. In order to avoid duplication of staff, it will be advisable to take the help of local bodies to implement and supervise some of the above schemes on agency basis. Although we have recommended that civil and cottage hospitals may remain with the State, we envisage their eventual transfer to the local bodies.

- 6.17. The Social Welfare department deals with welfare of weaker sections of population including scheduled castes, scheduled tribes, backward classes, women and children. As the local bodies will be in a better position to adjudge local needs and attend to them promptly, we consider that most of the schemes of this department should be transferred to them. We would, however, like to exclude certain schemes of 'correctional' category such as juvenile delinquency, beggars' homes, social and moral hygiene, physically handicapped persons, etc. It was represented to us that so long as the constitution has cast a special responsibility for the welfare of the scheduled tribes and scheduled castes on the State, the latter should continue to be directly responsible for the schemes affecting their welfare. This is based on the fear that under the prevalent social and economic structure of village life. there would be hardly any chance for the members of these classes to get elected on the local bodies and that the dominant classes which would be fully represented may not look after their welfare properly. There may be some ground for apprehension at the village level. We, however, feel that a district body which is broad-based and representative should be able to rise above such narrow considerations and pay proper attention to the welfare needs of these classes. Further, we are also proposing that where these communities are not represented through elections they should be given representation through co-option. In any case, funds of the schemes for their welfare can be earmarked and their utilisation ensured by proper supervision. We should also like to add that efforts in the field of social welfare have tended to diminish the disparities and distinctions in our society which, it is to be hoped, will be completely eliminated in course of time.
- 6.18. The Buildings and Communications department is responsible at present for construction and maintenance of national and state highways, certain major district roads and Government

buildings, national parks and management of ports. The State sanctions grants to local bodies for construction and maintenance of village roads, other district roads and remaining major district roads. We feel that all schemes of this department other than national and state highways, national parks, management of ports and buildings for the activities retained by the State should be transferred to the appropriate local authorities. In view of the transfer of a large number of schemes of almost all departments, it would be incumbent on the State to provide the local bodies with competent and adquate engineering staff. To avoid duplication and to maximise utilisation of the above technical staff it would be desirable to entrust the construction and maintenance of works relating to schemes retained by the State to local bodies on agency basis on such conditions as Government may prescribe.

6.19. For a proper agro-industrial development, the creation of a large number of decentralised units in agriculture and industry is inevitable. Co-operatives are, therefore, indispensable instruments of economic planning. The building up of a sound co-operative structure has thus received great prominence in our national economic planning. In this State, we have integrated co-operative structures for—

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- (1) agricultural short-term credit,
- (2) agricultural long-term credit,
- (3) agricultural marketing, and
- (4) industry.

The short-term credit structure is represented by the primary agricultural credit societies at the base, the Central Financing Agency at the district level and the Apex Co-operative Bank at the top. With regard to long-term agricultural credit for land development, there is the State Land Mortgage Bank with district banks which have branches in some talukas. For marketing, there are the multi-purpose societies or seva societies at the village, Co-operative Sale and Purchase Unions at the Taluka/Block level, the District Co-operative Sale and Purchase Union for the district and Apex Co-operative Marketing Society at the State level. The integrated industrial co-operative structure consists of the primary industrial co-operative society at the base, the District Industrial Co-operative Association for the district and the State Industrial Co-operative Association for the State.

The above co-operative institutions are basically economic operative units which have to be run on business principles. The co-operative movement in this State has made great strides through voluntary non-official effort and agencies. We therefore feel that it would be unwise to depart materially from this basic approach. At the same time, the local bodies which are people's representative institutions can be expected to play an important role in promotion, extension and even supervision and training to a limited extent. We believe that co-ordinated economic development of the district will not be possible unless both these people's organisations working respectively in the economic and administrative spheres support and complement each other.

6.20. In the matter of decentralisation we can visualise devolution of only such functions which the Co-operative department exercises at present vis-a-vis the co-operative movement. At the same time, sufficient care will have to be taken to ensure that the existing integrated structures are allowed freedom in their internal work so as to enable them to develop ultimately into self-governing and self-reliant institutions. The Co-operative department at present exercises a variety of administrative and quasi-judicial functions. In the field of administration, the Registrar is charged with a number of responsibilities under the Maharashtra Co-operative Societies Act to ensure proper working of societies according to the bye-laws and the policy of co-operative development laid down by Government. The quasi-judicial functions exercised by the Registrar, subject to the control of the State, in matters like supersession of societies or the managing committees, surcharging members, arbitration and liquidation proceedings and the like must obviously remain with him. We feel that the registration of co-operative societies whose working catpital does not exceed Rs. 5 lakhs and whose jurisdiction is less than a district, the approval to bye-laws of such societies and appeals, arising out of non-admission of members to such societies can be conveniently transferred to the local bodies. We have suggested the transfer of these functions as their exercise involves work more of a routine nature in accordance with the model bye-laws and instructions issued by the Registrar. In case a new type of society is to be registered, it will be necessary for the local bodies to get its bye-laws approved by the Registrar. There are also some minor regulatory functions which are more or less administrative in nature which can be entrusted to the local bodies and these are included in Appendix VII. We also recommend that, as a convention, the Registrar should consult the local bodies in the following matters, which on account of their importance should remain with the Registrar:—

- (i) Compulsory amendment of bye-laws,
- (ii) Compulsory amalgamation, division or re-organisation of societies in public interest,
- (iii) Approval to a resolution passed by a society regarding expulsion of members,
- (iv Supersession of managing committees and appointment of administrators, and
- (v) Preparation of a panel of Registrar's nominees for deciding disputes.
- 6.21. We have excluded the district institutions and bigger co-operative societies, *i.e.*, those with more than Rs. 5 lakhs working capital, on account of the fact that they obtain financial resources from their apex institutions, the Reserve Bank or the Industrial Development Finance Corporation and have to work under their supervision. Most of the societies with more than Rs. 5 lakhs working capital would be concerned with bigger industrial operations like sugar factories, cotton mills, steel re-rolling mills, etc., whose promotion and supervision would be intimately connected with a co-ordinated industrial programme.
- 6.22. With the acceptance of the principles of universal membership and maximum expansion of the co-operative movement, promotional and extensional programmes have assumed new importance. Past experience indicates that the pace of development of the co-operative movement depends considerably on the extent to which the State grants assistance and, wherever necessary, also sponsors it. Co-operation being a people's movement, the *prima facie* responsibility for its promotion and extension can legitimately be placed on local representative bodies and State's functions in these two matters could be transferred to them. The methods adopted by the department include contribution to share capital, grants-in-aid and other assistance for running the societies and sometimes

for their constructional activity. However, in order to ensure uniformity, certain safeguards are necessary. Assistance to co-operative societies should, therefore, be according to the pattern prescribed by Government. In respect of participation in share capital, the local body may sponsor the applications of certain types of societies to the concerned federal societies. In cases where Government itself is taking shares, the local bodies may be authorised to do so in future subject to such conditions as are laid down by the Registrar including nomination of the local bodies' representatives on the Managing Committees. These functions of promotion and extension would be exercised by the local bodies only in respect of societies whose working capital does not exceed Rs. 5 lakhs and whose jurisdiction is less than a district for the reasons given in the above para.

6.23. In order to enable the local bodies to carry out effectively the functions of promotion and extension, it will be necessary to invest them with certain supervisory powers which are not inconsistent with the principles enunciated by us earlier. At present, there are three agencies which are responsible for supervision or inspection of the co-operative societies. First, there is the financial supervision carried out by he Central Financing Agency which consists of examination of account books. procedure in granting loans, extent of overdues and such other matters as affect the financial strength of the society. This kind of technical supervision must legitimately remain with the Central Financing Agency which after all is responsible for sound financial management to the Apex Institutions and the Reserve Bank. Then there is the audit of the co-operative societies which is expected to be done annually by auditors under the control of the Registrar of Co-operative Societies. This annual audit enables the Registrar to discharge his statutory responsibilities regarding the proper functioning of the societies according to the rules and byelaws.

There is, however, a third type of administrative supervision which involves the examination of the general working of the society, its management and financial position with a view to improving the business standards adopted by the societies and their office-bearers and also extending their activities. This kind

of supervision is really more constructive in nature and is the basis of promotional and extensional functions. At present, it is carried out by the Taluka Block Supervising Union which is itself a co-operative society under the Co-operative Societies Act. consisting of all the co-operative societies in the taluka/block as its constituent members. For this purpose the Unions are given full-time services of one or two Supervisors from the Co-operative department. There is also a District Supervision Committee which consists of all Chairmen of the District Central Institutions and a few others and its main work is to see that the Taluka/Block Supervising Unions function satisfactorily. In practice, however, it has been admitted by all that supervision by these Unions has been most ineffective and the Supervisors working under them virtually function as limbs of the Co-operative department. We therefore recommend that this administrative supervision over the cooperative societies which have jurisdiction over an area less than a district and whose working capital is less than Rs. 5 lakhs should be vested in the local bodies. We are, however, conscious that the type of supervision we expect local bodies to undertake cannot be done by the body itself unless we associate with it sufficient number of representatives of the co-operative movement. We have, therefore, suggested later that the district body should have a Co-operative Committee consisting of ten members besides the Chairman, of whom five will be the Chairmen of District Co-operative Institutions. We have further recommended that all work in regard to co-operatives transferred to the local bodies at the district level should be the responsibility of this Committee which should function through suitable lower level bodies.

6.24. We have proposed that local bodies should be made responsible for promotion and extension of certain types of co-operative societies which really will form the bulk of co-operative societies in a district. As co-operative training, education and propaganda are inseparable from the performance of these functions, they cannot obviously be kept completely outside the purview of the local bodies. They are at present the sole responsibility of the Bombay State Co-operative Union which functions through Divisional Co-operative Boards and District Co-operative Boards. For the discharge of these functions the

Union gets grants from Government and collects education fund from co-operative societies in accordance with the Co-operative Act and rules thereunder. Its activities are mainly concentrated at the State and divisional levels. The bulk of the expenditure of the Union is also incurred at these two levels. The activities of the State Union mainly consist of running a co-operative training college, preparation of publicity material and laying down policies. syllabi, etc., for training the various types of personnel required by the co-operative movement. At the divisional level there are regular training schools for the staff of societies as well as others. The District Board which has insignificant staff organises only peripatetic or short-term courses. It was pointed out to us that the Union and its subsidiary bodies provide within the movement a very efficient and integrated service in the field of education and propaganda. According to this view, the functions performed at present by non-official agencies of co-operatives themshould not be transferred to an official administrative body. They also drew our attention to the fact that the system prevalent in this State is regarded as a model in the country and further that the District Co-operative Board, which is a federal institution of all co-operative societies in the district, provides a forum for co-operatives of all types to meet in one institution. While we agree that the State Union and the Divisional Boards have done very valuable work, we are also convinced that the functions of Co-operative training, education and propaganda are inseparable from promotion and extension of the movement which, according to our proposal, would be the responsibility of the local bodies for all societies whose jurisdiction is less than a district and with less than Rs. 5 lakhs working capital. We therefore recommend that the State Union and the Divisional Boards may continue their good work as hitherto but at the district level and below the local bodies should be definitely made responsible for co-operative training, education and propaganda. At the same time, the District Boards may continue for the other advantages mentioned above and work in co-operation with the local bodies. The local authorities, the Divisional Boards and the State Union should work in close co-operation so that all efforts in these activities are properly co-ordinated.

Agricultural Produce Markets

6.25. An Agricultural Produce Market Committee is constituted for a market area declared as such under the relevant provisions of the Acts relating to agricultural produce markets. It consists of representatives of agriculturists, traders, local authorities and Government nominees. Its functions are to promote mutual confidence between agriculturists and traders and ensure a fair deal to the former by preventing malpractices. As the functions of such Committees are primarily administrative in nature, we feel that they can be appropriately transferred to a local body at the district or taluka block level. The day-to-day management of the market area can be entrusted to a local sub-committee of the body on which various interests are suitably represented. This would enable the appropriate local bodies to establish more markets, exercise closer supervision and incidentally provide them with a possible source of revenue.

Local Sector Activities and Staff

- 6.26. As a corollary to decentralisation of the State's functions, it will be necessary to transfer to the local bodies the concerned officers, staff and equipment. However, where an officer whose present functions fall predominantly n the local sector is transferred to the local body, such functions of the State as are handled by him could also be conveniently entrusted to the local bodies on an agency basis, unless there are very special reasons for not doing so. This will obviate avoidable duplication of equipment and staff and achieve their maximum utilisation. As a rule, the State should avoid appointment of its own staff for schemes or activities which are more or less akin or allied to those undertaken by the local bodies.
- 6.27. In view of the general considerations discussed above, we have indicated in Appendix V our recommendations regarding the activities of each department which should fall under the local sector. In the light of these recommendations, we have scrutinised all the Plan and non-Plan schemes and listed in Appendix VI the schemes which, in our view, should be transferred to the local bodies and also the appropriate level of the body which is best suited for their implementation. A list of regulatory functions which can be entrusted to the local bodies is contained in

Appendix VII. Although we have tried to make the above lists as comprehensive as possible we are aware that they may not be exhaustive. We therefore recommend that as a general policy the local bodies should be encouraged to take up any programme of local interest concerning rural development according to the wishes and needs of the people within the resources at their disposal.



CHAPTER 7

CONSTITUTION OF LOCAL BODIES

Trends in Evolution of Local Bodies

- 7.1. In Chapters 2 and 3 we have traced the history of the growth of local self-governing institutions in this State. The historical tradition, except in Vidarbha, has been towards the establishment of a directly elected body at the district level. In Western Maharashtra, beginning with the Local Fund Committee in the year 1869, consisting mostly of nominated members, it grew into a District Local Board in the year 1884, which was partly elected and ultimately became a fully elected body in the year 1933. At present, the District Local Board is wholly constituted by direct elections on the basis of adult suffrage. In Marathwada also, the District Boards, which were set up as early as 1889 as nominated bodies, are now elected directly. In both these areas although Taluka Boards were established along with the District Boards, they came to be abolished in 1937 in Western Maharashtra and in 1941 in Marathwada. Even in Vidarbha, the District Councils were in existence for over sixty-five years and the Local Boards, set up for groups of circles of villages, acted as their agents and exercised only delegated authority. After abolition of the District Councils in 1948, the Janapaad Sabhas, which are elected directly on the basis of adult suffrage, were constituted for tahsils. Thus, even in Vidarbha, the trend has been in the same direction, but the directly elected body is now constituted for a tahsil, which is almost as large as a sub-division in other parts of the State.
- 7.2. On the other hand, the Balvantray Mehta Committee which examined the working of the Community Development programme came to the conclusion that the local bodies in their present position had hardly been able to make any significant contribution to this programme. It therefore suggested that powers should be decentralised and transferred to a body which should neither be too large for proper community effort nor too small to be effective and considered that the Block was the appropriate level for setting up such a body for this purpose. It further recommended that these Panchayat Samitis should be elected indirectly by Village Panchayats, representation being given to municipalities and co-operative organisations in the Blocks. It also proposed setting up of a Zila Parishad as

a co-ordinating and supervisory body. This Parishad is to be formed of the Members of State Legislature and Parliament, concerned district heads of departments and the Presidents of Panchayat Samitis, with the Collector as Chairman. As we have pointed out in Chapter 4, a majority of States which have introduced Panchayati Raj have followed this pattern with minor variations.

7.3. These trends in the evolution of local self-governing institutions suggest their future development in two directions, namely, (i) a directly elected strong body at the district level with a subsidiary body at the block or taluka level exercising delegated powers, and (ii) an executive autonomous body at the block or taluka level with a co-ordinating and supervising body at the district level. In either case, the Village Panchayats as primary units will form the base. From this, the following two points arise for consideration, namely, (i) whether the autonomous executive body/bodies should be at the district level and or at the lower level, and (ii) whether such body bodies should be formed on the basis of direct or indirect elections or a combination of both.

District as Unit of Local Administration

7.4. The main purpose of decentralisation is to achieve rapid. intensive and co-ordinated local development. In Chapter 6. starting from the premise that the largest measure of decentralisation in this field should be aimed at, we have classified schemes and activities of each department which can be entrusted to the local bodies. In the present organisational set-up of the departments, these schemes are implemented, some by the district officers, some by the taluka officers and some by the village officers. We have also examined the question as to whether some of these schemes or activities which are now handled at the district level are capable of being dealt with at the taluka level. We find that even in respect of schemes benefiting only a taluka or a block, such as, a primary health centre, a veterinary dispensary, an artificial insemination centre, a high school or a secondary school both their execution and management will have to be done by a body or officers at the district level for the following reasons. The construction of buildings for such schemes will have to be under-

taken with the assistance of higher engineering staff, which can only be provided by the district office. It will be also difficult to undertake the recruitment and appointment of staff and make provision of equipment and supplies to such institutions individually at the taluka block level.

7.5. The schemes in the local sector were, therefore, divided into district schemes, taluka block schemes and village schemes on the basis of the most appropriate local body which will be capable of implementing them efficiently and economically. This analysis on the basis of the budget estimates made for the year 1960-61 disclosed the following:

(Rs. in lakhs)

Appropriate level for execution of schemes (1)		Plan Schemes		Non-Plan Schemes		77-4-1
		Revenue (2)	Capital (3)	Revenue (4)	Capital (5)	– Total (6)
(i) District	• .	1,060 · 12	316.59	1,567.39	1.44	2,945 · 54
(ii) Taluka/Block		330.82	178 · 39	87.05	1.68	597 · 94
(iii) Village		0.33	1444	0.48	• • • •	0.81
Total		1,391 · 27	494 · 98	1,654.92	3 · 12	3,544 · 29

It will be obvious from the above statement that the schemes which could be properly dealt with at the district level account for as much as Rs. 29.45 crores out of a total provision of Rs. 35.44 crores. The taluka block level schemes require as small a provision as Rs. 5.98 crores, inclusive of Rs. 5.04 crores under the Community Development programme, which will not be available by the middle of the Fourth Plan. Moreover, efficient implementation of the schemes will depend upon the availability of sufficient number of administrative and technical staff of requisite calibre. We therefore examined the distribution of the staff which could be made available to the local bodies as a result of the transfer of these schemes. This examination clearly indicated that both administrative and technical staff which would be available at the taluka/block level would not by itself be adequate for the proper implementation of the schemes. We therefore feel that the district body is the best operative unit of local administration as it alone will be capable of providing the requisite resources,

necessary administrative and technical personnel and equipment required for a properly co-ordinated development of the district. In view of this, we conclude that if decentralisation is to be real and effective, it would be imperative to establish a strong executive body at the district level. This may be designated as "District Council".

Intermediary Body

- 7.6. With the establishment of a strong body at the district level and the Panchayats functioning at the village level, it is obvious that there is a need for an intermediary body to serve as a link between the Village Panchayats and the district body. We also feel that an intermediary body should not be an advisory body like the present Block Development Committee, but should be an executive and supervisory statutory body. The question that arises is as to what should be the status of this body, i.e., whether it should be a corporate autonomous body or a committee of the district body. This will obviously depend upon the nature of the functions which could be entrusted to this body. As pointed out above, the schemes which could be appropriately dealt with by the taluka block body account only for a provision of Rs. 5.98 crores, inclusive of the provision on Community Development programme. With regard to these schemes, the experience of the working of Community Development programme has shown that almost every scheme involving recurring expenditure requires approval from a higher body. In respect of such schemes, the role of the intermediary body would be confined to making proposals to a higher body. When the provision under the Community Development programme goes down and is ultimately stopped, the funds which will be available at the taluka block level would be insignificant. Eventually, therefore, this body will be mainly executing or supervising the schemes initiated and sanctioned by the district body. An autonomous body with such limited functions and funds is not a practical and economical proposition.
- 7.7. There is also another aspect of this question. A very important function of this body will be to enlist local active participation in the implementation of agricultural programmes and other developmental schemes. It is, therefore, essential

that this body should not be saddled with unnecessary administrative and routine work such as collection of taxes, maintenance of independent accounts, establishment matters, etc. It has been argued before us that a body having a subordinate status will not evince the same enthusiasm in local development and will not also have the power to raise taxes for increasing the tempo of development works. We, however, think that local interest can be adequately secured by making available block grants to the taluka block body, by providing for substantial representation of Village Panchayats on it and empowering this body to propose to the district body suitable increase in taxes to be spent wholly in that area. Further, two autonomous executive bodies at the district and taluka block levels with their own funds, establishments and functions which can never be clearly demarcated will, in our opinion, inevitably lead to overlapping of functions, duplication of staff and likelihood of conflicts. We are, therefore, of the opinion that a statutory committee of the district body suitably constituted, invested with adequate powers and provided with necessary funds will have all the advantages of an autonomous executive body and will have none of its disadvantages. We shall refer to this Committee hereafter as "Block Committee."

7.8. Although the Balvantray Mehta Committee was generally of the view that the purpose of decentralisation was better served by devolving power on a taluka or a block body, it had also envisaged the possibility of transferring the power to a district or a sub-divisional body. The only stipulation which it had made was that Panchayat Samitis should be constituted in Development Blocks to carry out all developmental activities in the Blocks and that the amount to be spent in the Block should be channelised through the Panchayat Samiti. The Mehta Committee has observed as follows—

"Such a district body will have to be fully empowered by statute, to carry out all developmental activities in the district in the same manner as we have recommended for the panchayat samiti, though on correspondingly a larger scale. The appropriate funds and powers of taxation, on the lines suggested by us in para. 2.21 for the panchayat samiti, should be available to this district body; as also the requisite field staff and the supervisory staff at district headquarters.

In the blocks selected for intensive development work under the C. D. programme, a panchayat samiti will have to be constituted on the lines similar to what we have proposed in para. 2.15. This samiti will carry out the C. D. programme: we recommend that they will also carry out (as agents district body all other developmental of the proposed for that area by the dist.ict body. All funds-the district funds as well as funds for intensive development will. in the first instance, be at the disposal of the district body which will transfer them to the panchayat samitis concerned in the community development areas. All activities which can be performed by the panchayat samiti, should normally be assigned to it. Only in areas where there is no C. D. programme sanctioned may the district body operate directly. The district body will generally concern itself with inter block and district level activities and institutions."

Thus, it will be seen that our conclusions are not basically different from the arrangements visualised by the Mehta Committee, the only point of difference being the legal status of the intermediary body.

- 7.9. In this context, it may be mentioned that the Planning Commission while stressing the need for evolving a well organised democratic structure of administration within the district had suggested the establishment of a democratic body at the district or the sub-divisional level with its sub-committees for smaller areas such as blocks or talukas as will be seen from the passage from the Second Plan quoted by us in para. 5.2. We would, therefore, add that the arrangements proposed by us are in full accord with the views of the Planning Commission.
- 7.10. We have accepted the need of an intermediary local body at the taluka block level between the Village Panchayat and the district body. As the Community Development Block has become the unit of development administration and its area includes a population of about 66,000, it would appear that the ar a of the intermediary body should be co-extensive with that of the Community Development Block. In this respect, however, it is necessary to take into consideration the present situation existing in our State. In Western Maharashtra, the

area of a Development Block is co-extensive with that of a taluka with an average population of less than one lakh. In Marathwada also, barring a few exceptions, the Block area is the same as that of a taluka. In these two regions such number of schematic blocks are allotted for a taluka as are justified on the basis of its population for purposes of fixing its budget under the Community Development programme. In Vidarbha, however, the tahsils are very big and. therefore, the delimitation of Blocks has been on the basis of the schematic pattern. We feel that while introducing decentralisation the existing areas of Development Blocks should not generally be disturbed and that the jurisdiction of the intermediary bodies should be co-extensive with them. We, however, envisage the possibility of splitting some of the bigger talukas in Western Maharashtra and Marathwada for this purpose, and re-adjusting the areas of some Blocks in Vidarbha with a view to reduce their number. In the case of those talukas in Western Maharashtra and Marathwada which have more than two schematic blocks, it would be advantageous to divide them into two units for convenience of better developmental administration. In Vidarbha. on the other hand, it would be desirable to re-arrange areas under three contiguous Blocks into two units wherever possible and convenient to do so, as it will reduce the expenditure on overheads. thereby making more funds available for development work. We would recommend that Government should re-adjust the areas of the existing Blocks on this basis. The jurisdiction of the intermediary body in such cases will follow the revised pattern. We would like to make it clear that the re-adjustment of areas of Blocks suggested by us will not affect the development grants to be made available to each area as these would be distributed on the basis of population. We also propose that Government should take the power to re-constitute the area of any intermediary local body by transfer of any village or villages to or from it.

System of Elections

7.11. In the formation of Zila Parishad and Panchayat Samiti, the Balvantray Mehta Committee has recommended a system of indirect elections. The representatives of Village Panchayats become the members of the Block Panchayat Samitis and the Presidents of the latter bodies, together with Members of

Legislative Assembly, Members of Parliament and some other co-opted members, form the Zila Parishad. It is claimed that this system while establishing an organic link between the three tiers of local self-governing bodies would bring about co-ordination between their activities, avoid the possibility of their working at cross-purposes and will promote and safeguard the growth and efficiency of the Village Panchayats. Some of the other advantages of this system are that it simplifies the procedure for establishing the higher bodies, eliminates the general election campaign with the atmosphere inevitably created by it, and gives a dominant role to the Village Panchayat in the formation of higher bodies.

On the other hand, it has been argued before us that in the process of decentralisation the proposed local bodies will increasingly exercise State's powers and functions and each political party will contest for gaining a majority in the local bodies. If the formation of such bodies is dependent on the Village Panchayats, as a corollary, the elections to the Village Panchayats may be fought on political ssues which are not relevant to the local problems. We are told that this would be undesirable from the point of view of efficient management of panchayat affairs. It has been further argued that in order to build up a democratic atmosphere, it would be necessary to ensure that local factions and parochial considerations do not influence the formation or the working of he higher bodies. Another argument against indirect elections brought before us is that it affords scope for people with means and position to influence the course of elections by devious methods, sometimes bordering on malpractices, and that the smaller electorates provide greater opportunities for the conservative elements to succeed in the elections. The advocates of direct elections argue that it is only in such elections that the general public would have a sense of direct participation in the formation of their institutions, that they would throw up a proper type of leadership which would be more responsive to the people and command better respect from them, and that such elections are preferable, since the very object of elections is to secure the representation of the views and wishes of the general populace. Though the replies to our questionnaire revealed that the opinion

appeared to be evenly divided between direct and indirect elections there was obviously a very substantial and marked support to the method of direct elect on in the seminar held by us. After a careful examination of the *pros* and *cons* of indirect and direct elections, we find ourselves in favour of direct elections. Consequently, we are convinced that the District Council, which will exercise the functions of the State as proposed by us, should be broadbased, should be directly responsible to the people and have the requisite political stature and, therefore, be substantially directly elected.

7.12. With the establishment of a substantially directly elected District Council, constitution of a statutory Block Committee, wherein there is a large representation of the Village Panchayats, should provide a satisfactory working link between the three tiers of the local administration. This will avoid conflicts inter se and there would be no scope for them to work at cross-purposes. We also do not see any reason why the directly elected District Council should not be interested in the growth and efficiency of the Village Panchayats, when the latter will remain as the implementing agencies at the village level in many matters and in any care, it is the villager who elects the Council. It may also be pointed out that there is a tradition of direct elections to higher level local bodies in this State and hence it would be more advisable to continue the practice rather than depart from it.

Constituencies, Co-option and Total Membership

7.13. Having come to the conclusion that the District Council should be substantially directly elected, with its Committees at the taluka or block level, we shall now proceed to deal with the question of its constitution. Before doing this, it will be necessary to determine whether the constituencies which elect members to this body should be single-member or multi-member constituencies and in the latter case, whether cumulative voting should be adopted. Till recently, there have been generally single-member constituencies, with double-member constituencies to provide for representation of scheduled castes and scheduled tribes. Present thinking is in favour of only single-member constituencies with reservation for special interests by rotation of seats. It was

argued before us that there should be multi-member constituencies with cumulative voting, so that substantial minorities will be able to secure representation on elected bodies. This proposal was opposed by some others who contended that by providing multimember constituencies and cumulative voting, sectionalism will get encouraged. We feel that in the present-day conditions of our society in which communalism is very much on the decrease. deserving persons from minority communities should not find it difficult to get elected through single-member constituencies also. We are emphatically against the doing of anything which would, even in the smallest way, tend to bring in communal considerations in any elections. We are, therefore, in favour of single-member constituencies and of providing for co-option of persons from scheduled castes and scheduled tribes on the local bodies if such persons do not get elected to them. Provision for such special representation should continue only so long as a corresponding provision exists in the elections to Parliament and State Legislature.

7.14. As regards the number of members of the various district bodies, the present position is that the District Local Board has membership of 42 to 60 with a non-official as President, the District Panchayat Mandal has 16 to 21 members with the Collector as Chairman, and the District Development Board, which is mainly nominated, has a large membe ship varying from 50 to 124 with Collector as Chairman. In the interest of speed and efficiency, we feel that the District Council should not be too unwieldy to be an effective business body nor too small to provide adequately representation to all parts of the district.

In our opinion, directly elected membership of the District Council should not be less than 40 for any district and not more than 60 for the biggest one, the exact membership depending on the size and population. This can be arranged by having single-member constituencies for a population varying roughly from 25,000 to 35,000 on the basis of 1961 Census. However, as the Block will be the unit of development administration, it should have at least one representative on the District Council irrespective of its population. As already stated, in case there is no directly elected member belonging to the scheduled castes or scheduled

tribes, their representation should be provided for by co-option. The same principle should be followed in case there is no elected woman member.

Representation to Municipalities

7.15. A question has been raised whether areas of the small municipalities should be included in the territorial constituencies proposed above. The local bodies, as we contemplate, will work exclusively in the field of rural development. It is true that the population of small municipalities has a greater rural complexion and has to grapple more with problems concerning rural development than with municipal functions. We would, therefore, recommend that towns having a population up to 20,000 in each case should not be given municipal administration and should come under the purview of the District Council. We also feel that if any of the existing municipalities of such towns are willing, they may be converted into Village Panchayats. So long as such towns continue to have municipal administrations, their areas should not be included in the territorial constituencies formed for elections to the District Council. The main reason is that the people of such municipal areas already have local administrations of their own with separate powers and functions which are responsible to provide all the basic amenities and undertake developmental activities out of their own funds.

Ex-officio Membership

7.16. Another important question is whether the Chairmen of the Block Committees should be ex-officio members of the District Council. If this is agreed to, it will obviously provide the most effective working link between the district body and its Block Committees. A view was placed before us that this would bring, in a substantially directly elected body, a fairly large number of indirectly elected persons and that the composition of such a body may not fully or properly reflect the public will. At the same time, we cannot overlook the importance of a proper coordination in the working of the District Council with its Block Committees. It is true that some kind of link will be provided by the members directly elected from the Block who, as proposed later, will automatically be members of the Block Committee.

Absence of the Chairmen of Bock Committees on the Council would totally eliminate any chance of the Panchayats finding representation on the Council. It would also not provide any opportunity to the Chairmen of Block Committees to bring their needs and problems before the District Council with sufficient emphasis. This is all the more important as we have later proposed that the Chairmen of Block Committees should exerc se independent functions and power. We therefore recommend that the Chairmen of Block Committees should become ex-officio members of the District Council. In order, however, to ensu e that these Chairmen have the necessary status as elected representatives and also that the Council retains its character as a principally elected body, we recommend that only an elected member of the Block Committee should be eligible for its chairmanship.

- 7.17. Since we have proposed in paras 6.19 to 6.25 that certain important functions in the co-operative sector be entrusted to the District Council, it will be essential to give representation to the co-operative institutions on that body. We think that this can be done best by giving ex officio membership on the District Council to the Chairmen of district co-operative institutions like the Central Co-operative Bank, District Land Mortgage Bank, District Co-operative Sale and Purchase Union, District Industrial Association and District Co-operative Board. Their presence in the local bodies will be useful in the formulation and execution of agricultural and industrial programmes in a co-ordinated manner. Although it is not strictly within our terms of reference, we would like to suggest that the District Council should also be given representation on important district co-operative organisations. While we consider that this exchange of representatives should develop a mutual understanding of each other's roles it should not lead to any interference of one body with the internal work ng and growth of the other. We accordingly propose that the Chairmen of co-operative bodies may be ex-officio associate members of the District Council so that they can tender proper advice and guidance to the Council in matters of co-operative development.
- 7.18. All the States which have introduced Panchayati Raj have given *ex-officio* membership on the Zila Parishad to the Members of the Legislature and Parliament as recommended

by the Mehta Committee. The main argument in support of this is that it wou'd enable the legislators on the one hand to keep in touch with local activities and the local bodies, on the other. to know and appreciate Government policies which they are called upon to implement. There are, however, others who oppose it on the ground that decisions on local matters should be taken purely on local considerations and should not be coloured by extraneous issues. They further argue that as the directly elected members of local bodies are returned by smaller constituencies. they are nearer to the electorate and hence are in a better position to give close and continuous attention to local problems and needs. They also feel that the presence of Members of Parliament and State Legislature in the Council will discourage free and frank discussions on local issues and thus inhibit the emergence and growth of local leadership. After a careful consideration of the pros and cons of this question, we are inclined to the latter view. We also feel that the present work-load of the legislators is so voluminous and onerous that it will be better if they are left free to concentrate on their legislative and other responsibilities which are growing day by day and which require them to be away from their constituencies for a major part of the year. Their inclusion in the District Council will also make the Council unwieldy as we have already proposed a directly elected membership of 40 to 60, co-option of three members to represent women, scheduled castes and scheduled tribes, and ex-officio membership to 10 to 15 Chairmen of Block Committees and 5 Chairmen of various co-operative institutions.

7.19. Most of the States have made some or all of the district officers of Development Departments ex-officio members of the district body. As the district body recommended by the Mehta Committee was largely a co-ordinating and advisory body without any control over the district officers, apparently their administrative experience and technical advice were made available to it by making them ex-officio members. According to our proposal, most of the district officers of Development departments will be transferred under the administrative control of the District Council and hence there can be no question of making them its members. Apart from the Collector, we have kept for the present the Civil Surgeon, the Deputy Registrar of Co-operative Societies,

the District Industries Officer and some Irrigation Engineers outside the control of the District Council for reasons mentioned elsewhere. We feel that it will be advisable for the District Council to seek the technical advice of such officers, except the Collector, by inviting them, if necessary, to attend its meetings. As we have proposed in para 10.8 that the Collector should be invested with certain controlling and directing powers and for reasons discussed in the next Chapter, we feel that he should not be associated with the internal working of the Council.

Constitution

- 7.20. In the light of the above observations, we consider that the District Council should be constituted as follows—
 - (1) One member to be elected from each single-member territorial constituency having roughly a population of 25,000 to 35,000 according to the census of 1961 with at least one member from each Block;
 - (2) One member each from the scheduled castes, scheduled tribes and women to be co-opted by the District Council whenever a member from each of these classes is not directly elected;
 - (3) Chairmen of Block Committees as ex-officio members; and
 - (4) Five Chairmen of District Co-operative Institutions like (i) District Central Co-operative Bank, (ii) District Land Mortgage Bank, (iii) District Co-operative Purchase and Sale Union, (iv) District Industrial Association, and (v) District Co-operative Board, as *ex-officio* associate members.

Since the co-operative institutions mentioned in item (4) above are likely to have different names, it is suggested that Government may specify for each district the co-operative institutions which will represent the interests contemplated by us. We envisage the membership of the District Council to vary from about 55 to 85.

Committees and Office-bearers

7.21. As the District Council will be too large to meet frequently and to attend to day-to-day business, it will be necessary to provide some machinery for the latter purpose.

This can be done either by providing a commit ee system which is the general pattern followed by local self-governing institutions all over the world or by adopting a cabinet system which is in vogue at the State and National levels. Each system has its own advantages and drawbacks. It has been suggested that if the cabinet system is introduced into local administration it will lead to greater speed and efficiency in the despatch of business. will also provide scope to young leadership to show initiative and to exercise specified powers so that in course of time trained to assume higher positions of responsibility. It will further eliminate the necessity of calling meetings of the Committees for deciding even minor issues and make available to the Council full time services of capable popular leaders. On the other hand, it is argued that under the Committee system decisions are the result of the application of collective wisdom and they are arrived at after giving an opportunity to all members to participate in the discussions. The committee as a whole thus shares the responsibility for all decisions and is in a position to exercise supervision over their execution. If a committee is elected by means of a single transferable vote all important sections of opinion in the Council would find some representation on it. Thus, the parties in opposition get an opportunity to participate in decisionmaking and to make constructive suggestions. As the functions of the district body involve selection of development schemes. their locations, etc., which intimately affect the welfare of the local population, it will necessarily follow that decisions in respect of such schem's should be arrived at with as much unanimity as possible. This can be more easily achieved in a committee system. Since each of these systems has certain advantages which are not available in the other, we feel that a method should be evolved to combine the advantages of both. We therefore recommend that the District Council should function through committees but at the same time the President and the Chairmen of Committees be made full time functionaries responsible for implementation of the decisions of the Council and its Committees. In order to enable them to work effectively as full-time office-bearers we recommend that the President and Chairmen of Committees should be paid honoraria of Rs. 500 and Rs. 300 per month respectively. and be provided with such reasonable accommodation as may be

sanctioned by the District Council wherever necessary. They should be considered as first-grade officers for the purposes of drawing travelling and daily allowances.

- 7.22. The District Council should have a President with specific powers and functions given to him and a Vice-President exercising certain powers of the President in his absence and those specifically delegated to him by the President. In our opinion, the District Council should have a Standing Committee and six other subject-matter Committees, among which the entire work of the Council will be divided. These six Committees should be as follows:—
 - (1) Finance,
 - (2) Works,
 - (3) Agriculture,
 - (4) Co-operation,
 - (5) Education, and
 - (6) Health.

The Standing Committee will deal with all subjects including Social Welfare other than those allotted to any other Committee and will act as a co-ordinating committee with higher powers and functions. The Standing Committee should have seven members elected by the Council with the President as its ex-officio Chairman. The Vice-President and two other members elected by the Council should work as Chairmen of two subject-matter Committees each, as may be specified by the Council and they should be ex-officio members of the Standing Committee. The Co-operation Committee should consist of the five associate members of the Council as full members and five other members elected by the Council from among its members. The other subject-matter Committees should each consist of seven members elected by the Council from among its members. On each of these, excepting the Co-operation Committee, the Council should co-opt one or two members who are specialists or experienced in regard to the particular subject. While they will be full members of the Committee, they will not be members of the Council but may be invited by the President to attend its meetings whenever necessary. The elections to the Committees should be by means of a single transferable vote so that all parties and interests get some representation on them. We are also of the view that no

member should be elected on more than two Committees, excluding the Block Committee so that every member can devote sufficient time to his committee work. The administrative organisation of the District Council will be headed by the Chief Executive Officer who will attend himself or through his deputy the meetings of the Council and its Standing and subject-matter Committees. The heads of departments will be the secretaries of the subject-matter Committees, as also the executive officers responsible to carry out their decisions. The Council will also be authorised to constitute such other Committees as it finds necessary for any special problems according to rules which may be prescribed by Government.

7.23. In the co-operative field, the District Council will be responsible for a comprehensive range of administrative, regulatory and promotional functions. It will also take over the management of existing Agricultural Produce Markets, expand their activities in an efficient manner and establish new ones. The Co-operation Committee will undertake these functions on behalf of the Council. It will be responsible for the promotion, extension and supervision of all societies with less than Rs. 5 lakhs working capital. Bulk of such societies are village multi-purpose co-operatives or small societies for other specific purposes. It would, therefore, be best if the work devolved on the Co-operation Committee is actually done through the Block Committees except with regard to taluka/block or specified bigger societies. In respect of Agricultural Produce Markets, the Co-operation Committee may manage and supervise only such markets as have district importance in the field of marketing and the remaining could be Block Committees. Local Committees, if entrusted to the necessary, for looking after day-to-day management of the markets at the places they are situated, may be constituted by the appropriate Committees. The Block Committees will be primarily responsible for promotion, extension and supervision of a large number of societies and will also be in charge of certain number of markets. As will be seen from the next para, we have not proposed any sub-committees for the Block Committee. Government may consider if, in view of the importance and extensive nature of the work involved, it would be necessary to authorise the Block Committees to constitute sub-committees for co-operation with adequate

representation to co-operative institutions on the same basis, as we have done for the Co-operation Committee of the Council.

Block Committees

- 7.24. We have already discussed the need for a statutory executive Committee of the Council at the taluka/block level. In our opinion, the Block Committee should be constituted as follows:—
 - (1) Members of the District Council elected from the area of the Block;
 - (2) Co-opted members of the District Council resident within the area of the Block;
 - (3) Two Sarpanchas to be elected from each territorial constituency formed for elections to the Council by suitably dividing it into two parts by an electoral college consisting of all members of Village Panchayats therein;
 - (4) Chairman of the Ta'uka/Block Purchase and Sale Union, ex-officio;
 - (5) One Chairman of an agricultural co-operative society in the Block co-opted by the Block Committee; and
 - (6) One member each from scheduled castes, scheduled tribes and women, if not already on it, to be co-opted by the Block Committee, such person being resident within the area of the Block.

It will be seen from this that a sufficiently large number of representatives of the Panchayats will become members of the Block Committee, thereby forging a working link between the Block Committee and the Panchayats. At the same time, the directly elected members and the Chairmen of Block Committees will be members of the District Council and will thereby provide an organic link between the Council and the Block Committee.

7.25. If sufficient powers, as proposed by us in the next para., are delegated to the Block Committee, it should be able to function even more effectively than a separate corporate body. The Block Committee should elect its Chairman from amongst its own members. We have, however, already recommended in para. 7.16 that the Chairman should be chosen only from the

elected members of the Committee, namely, those mentioned in items (1) and (3) of para. 7.24. The Chairman should exercise all the powers of a Chairman of a subject-matter Committee of the Council in respect of all subjects in-so-far as they relate to the Block activities and should be given the same honorarium and other facilities. Although we do not contemplate a Deputy Chairman for any subject-matter Committee, we consider that it may be advisable to appoint one for a Block Committee as even a short absence of the Chairman may cause a great deal of inconvenience to the public and the Block administration. The Block Committee may elect any of its members as Deputy Chairman. The Deputy Chairman should exercise the powers of the Chairman in his absence and those specifically delegated to him by the Chairman and perform certain specified functions. He should be given an honorarium of Rs. 150 per month and should treated as grade I officer for the purposes of travelling and daily allowances. The Block Development Officer will work secretary and chief executive officer of the Committee. Since it is our intention that the Chairman and the Deputy Chairman of the Block Committee should devote their full attention to the Block work, it will be desirable to prevent them specifically from being either Chairman or member of any of the seven functional committees mentioned in para. 7.22.

Functions and Powers of Various Authorities

7.26. It is necessary to lay down, as clearly as possible, the functions and powers of the District Council, the Committees, the President, the Vice-President, the Chairmen of Committees and the Deputy Chairmen of Block Committees. In our view, the District Council should have full and final authority in finalising the annual plan of development, annual budget of the Council., taxation proposals, selection of important development schemes as also their locations and all important policy matters. The Block Committee, should have independent powers of selecting and sanctioning schemes out of funds proposed to be placed at its disposal and will also perform the functions entrusted to it by the Council as its agent. In the interest of efficient working of the Council, the Standing and subject-matter Committees should have as large a number of powers and functions delegated

to them as possible. Since neither the Council nor the Committees can be expected to meet very frequently, we suggest that the President and the Chairmen of Committees be given powers to decide certain matters for speedy execution of schemes already approved by the Council or its Committees and to grant sanctions within specified limits. Similarly, the Chief Administrator and the heads of departments under him as also the Block Development Officer should be invested with sufficient powers to carry out the decisions of the Council or the Committees and the day-to-day administration without having to approach them time and again for small matters.

7.27. In the above discussions, we have broadly indicated the functions and powers which should be vested in the Council, its Committees, office-bearers and officers. It will, however, be necessary to specify these functions and powers in greater detail so that each authority knows exactly when it can work independently and when it has to obtain the approval of a higher authority. After careful consideration, we have listed the powers and functions of the Council, its Committees, the President, the Vice-President, the Chairmen of various Commit ees and the Deputy Chairmen of Block Committees in Appendix VIII. We have considered the question of delegation of powers and functions to the officers in the next chapter.

Miscellaneous Matters

7.28. As regards various other matters, such as, the number of meetings of the District Council and its Committees, general qualifications and disqualifications for membership, procedure for non-confidence motions, minimum number of meetings required to be attended by members etc., we would recommend that the provisions generally existing in the present legislations concerning the District Local Boards, the District Boards and the Janapada Sabhas may be suitably adopted.

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Abolition of Existing Bodies

7.29. With the establishment of District Council and substantial transfer of the State's functions to it, the following bodies namely, the District Local Board, the District Board, the District, School Board, the District Building Committee, the Janapada

Sabha, the District Development Board, the District Village Panchayat Mandal, the District Supervision Committee, the Block Development Committee, the Taluka/Block Supervising Union and the Agriculture Produce Market Committee, will obviously become redundant and should, therefore, be abolished. All the assets and liabilities and powers and functions of these bodies should be transferred to the District Council. As a consequence, the following State and divisional bodies, namely, the Divisional Development Council, the State and Divisional Councils for Panchayats and the State Informal Consultative Committee for the Community Development Programme, should also be abolished. There may also be other bodies at various levels which will become superfluous and should, therefore, be abolished.

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CHAPTER 8

ADMINISTRATIVE ORGANISATION

Need for efficient Local Administration

- 8.1. In the previous Chapter we have explained the constitution and responsibilities of the proposed District Council, its functional Committees and the Block Committees. Now, we shall consider the type of administrative organisation should be provided for them. The District Council will, in the first instance, be responsible for all functions which come within the purview of local sector as described in Chapter 6. The Block Committee will implement all schemed within its area approved or sanctioned by the Council. In addition, the Block Committee will undertake supplementary work or minor schemes out of bulk grants to be placed at its disposal on area or population basis or out of funds raised by it locally. It will also perform certain administrative and regulatory functions on behalf of the District Council. The pattern of administrative organisation must be in conformity with the constitution of these bodies and should be complementary to them.
- 8.2. The Council will be responsible for the entire field of local activities and will also exercise certain regulatory and administrative powers. They will encompass practically all the basic needs of the people in rural area. While the elected bodies will formulate policies and sanction programmes, their implementation thereafter will naturally rest with the executives. This will involve considerable amount of administrative and executive work and will bring the citizen into direct and continuous contact with the executive agency. This will require the administrative machinery to operate and the people to help it to operate, efficiently, honestly, economically and, above all, impartially at all levels. This should develop, between the people and the executive agency, a sense of mutual regard and understanding and need for mutual assistance to ensure successful working of the local body. Provision of an administrative organisation which can function in this manner is, therefore, a matter of prime importance. An efficient administrative machinery, as we visualise it, should be adequate, responsive, with sufficient authority, possessing independence of judgment and integrity and be provided with adequate skilled and technical personnel who could be relied upon "to keep continuity,

system, impartial interpretation, tradition and disinterested impetus".

Staff to be transferred to Council

8.3. Consequent to the entrustment of local sector activities to the Council, the Government staff in the district at present responsible for all these schemes should be transferred to the Council. This will result in the transfer of practically the entire staff of most of the development departments in the district together with a considerable number from the Revenue Department. In addition, there will be the staff of existing local bodies which will get automatically transferred to the Council. The entire staff thus made available will have to be pooled and re-arranged into compact departments and cadres. Details of the total staff which will be placed at the disposal of the Councils, according to the information given to us, is contained in Appendix IX and is summarised in the statement below:—

	Shift S		Class I	Class II	Class III
Existing staff with local	bodies	188	•	128	70,436
Government staff	1117	117	109	1,019	46,314
Average per district	(CIDE)		4	46	4,670

Scrutiny of the present staff of local bodies will show that their supervisory and technical personnel is very inadequate and is confined, in the main, to lower categories and that too only in a few departments.

8.4. The staff which will thus be available to the Council will consist of persons with a variety of designations, pay-scales, rules of recruitment, conditions of service, etc. They obviously cannot continue as such under a unified local body like the District Council. Instead of trying to constitute an executive machinery with the staff as it comes, it will be more rational if we can first determine the type of administrative structure which will be able to function in the manner described in para. 8.2. It will then be relatively easy to absorb the staff coming over to the Council in appropriate cadres with necessary changes in designations and pay-scales. We have earlier drawn attention to the

existence of overlapping or duplication of functions, responsibilities and agencies in the present district administration. We therefore propose constitution of a strong and responsible District Council to co-ordinate and integrate all activities in the local sector. In conformity with this and in order to avoid the defects mentioned above, it will be imperative to pool and rationalise all the available staff into a unified structure of district local administration. This, besides leading to an annual saving roughly estimated at Rs. 15 lakhs, will avoid duplication or multiplicity of offices, reduce interdepartmental correspondence and eliminate overlapping. This will also provide a good opportunity for considerable simplification and significant reduction of work in the Sachivalaya and in the offices of heads of the departments and regional officers, and thus lead to substantial saving and expeditious disposal of State business.

District Local Administration

- 8.5. In Chapter 6, we have discussed how the extent of devolution proposed by us is such that only a district body will be competent to administer these functions effectively. It therefore follows, as a corollary, that the district administration should provide the necessary unifying and motivating force for implementing the decisions of the Council. The entire staff in the district should, therefore, be regarded as one centrally controlled unit with some persons working under Block Committees and Village Panchayats. With regard to the latter two categories, provision will have to be made through standing orders for entrusting some administrative control to the Block Committees and Village Panchayats.
- 8.6. In order to obtain a unified control and direction, the district local administration will have to be placed in charge of a person who will be its head and also the chief executive officer of the Council. His designation could appropriately be 'Chief Administrator'. It will then be necessary to group allied subjects covering all functions and responsibilities of the Council into well-defined departments. It would be useful if they are complementary to the functional Committees. Each department should be placed in charge of a sufficiently qualified and experienced officer with adequate authority to control effectively the entire

internal working of the department. The qualifications, training and experience of these officers; hould be such that they are capable of giving final technical sanction for all works within their purview. Only such schemes in the State sector as are undertaken on agency basis will be governed by the existing procedure with such modifications as may be prescribed by Government. Heads of various State departments and their regional officers will thereby be practically relieved of most of the work connected with their district administrat on. They should, however, be required to undertake periodical inspections of the concerned branches of local administration so as to provide higher technical guidance to local officers. and also apprise the Chief Administrator of the irregularities noticed or to suggest improvements. Authority to grant administrative approval can be specified at various levels like departmental heads. Chief Administra or and the Council, its Committees and their office-bearers. The Council may also be permitted to consult Government or other agencies on technical aspects of any proposal before it.

8.7. All departments put together will function as one integral unit under the overall superintendence and control of the Chief Administrator. At the same time, responsibility for supervision and execution of schemes should be placed without ambiguity at various levels of each department to ensure that the Chief Administrator is not burdened with routine work. On the same analogy, all staff responsible for work within the jurisdiction of the Block Committee should work under it as one unit under the Block Development Officer who will be the head of the Block administration. The system of local administration as proposed above will largely conform to he managerial system in the U. S. A. or the system of Municipal Commissioners in this State.

Chief Administrator

8.8. It will be obvious that the Chief Admin's rator will be the pivot of the Council's administrative machinery. He will be the liaison between the staff on the one hand and the elected representatives on the other. He will be associated continuously with the deliberations of the Council and its Committees. At the same time, he will have to maintain close contact with the

people generally as well as the large executive machinery under him to ensure that the latter functions efficiently and to the satisfaction of the former. He must, therefore, be capable of inculcating a sense of discipline and duty among the staff and at the same time. he shou d command confidence of the people as one who is anxious to remedy any grievance and ympathetically consider any suggestion for improving the method of working. He will allo have to be sufficiently authoritative to interpret without fear or favour rules, regulations, and procedures and advise even on propriety of contemplated action by the elected representatives. His status and calibre should be such that he can put forward the views of the Council or difficulties of administration ably and authoritatively before the Commissioner or Government and in turn explain to the Council the policies and decisions of Government in their right perspective. In fact, he will be the liaison between the Government and the Council as well as between their respective officers which should minimise the chances of differences of opinion arising between them. Details of local administration given later and of local finance in the next chapter will clearly bring out further that the Chief Administrator, while being responsible for numerous functions, will also have to control extensive staff and large finance. This will provide sufficient scope even for an able and experienced officer to devote his whole-time attention and utilise all his initiative and energy. The Chief Administrator will, therefore, have to function in a variety of roles requiring considerable tact, sympathetic approach and aptitude to work in a democratic manner apart from possessing high integrity and competency.

8.9. With regard to the appointment of Chief Administrators, there are three possible alternatives. The first is that the District Council may be allowed to appoint the Chief Administrator by promoting one of its subordinate officers or by direct selection from outside. A slight variation of this is that the District Council may be permitted to take suitable officers from Government on deputation. The second suggestion is that the Collector should be made the Chief Administrator and for his normal work Government should appoint an Additional Collector. Lastly, it is proposed by some that all Chief Administrators should be appointed by Government from the higher Government services. After

examining the advantages and disadvantages of each alternative and for reasons discussed hereafter, we are inclined to recommend the last alternative.

8.10. Considering the functions and responsibilities of the Chief Administrator, we feel that in the present conditions it will be difficult to obtain services of the right type of person from outside by direct selection. He obviously should not be a person who is either too young or too old. Persons who are really competent in the middle age-groups would normally be well-settled in their respective positions. If this post is not included in a cadre it will be the only post under the Council and there will be no future prospects of higher promotion to incumbent if directly recruited. Experience has also shown that a Chief Executive Officer recruited by a local body and who is under its complete control is prone to several practical handicaps. With regard to availability of suitable persons from the lower rungs of the ladder in the Council's administration, we feel that in most cases this is not a practical proposition. The Chief Administrator has to possess certain qualifications required of a general administrator. All the officers under the Council would be dealing with one or the other of specialised departments and it is extremely doubtful if the Council can find from among them a suitable person for being appointed as the Chief Administrator. Thus, the Councils would have to depend on Government for finding the right type of persons who can function as Chief Administrators

Collector and Chief Administrator

8.11. Association of the Collector as Chief Administrator has some obvious advantages. The suggestion is based primarily on the consideration that on account of the historical position of the Collector in the district administration, the status and prestige which he wields among the people in the district and his position as head of the district, it is essential to associate him with the Council for the success of development schemes and for providing a stable administration. It is also argued that such concentration of powers and prestige in the Collector has enabled Government to maintain a proper grip on he district administration, secure co-ordination between departments and provide adequate contro

and safeguards against abuses of powers by local bodies and at the same time, ensure implementation of development programmes according to the policy laid down by Government.

This state of affairs, though advantageous in certain context. is fraught with serious handicaps in the present urgency of rapid economic development on democratic lines. At present the Collector is the Chairman of the District Development Board and the District Village Panchayat Mandal. He is the head of the Revenue Administration and as such responsible for implementation of various Acts and land reforms in the district. He is also regarded as the person answerable for all developmenta. activities in the district whether they be in the local sector or the State sector. Lastly, he is given considerable statutory powers of supervision and control over various local bodies like District Local Boards, District Boards, Janapada Sabhas, Village Panchayats, etc. As far as Government is concerned, the Collector is. therefore, responsible for practically everything that happens or should happen in a district. Burdened with a multiplicity of functions and with physical limitations of time and energy, the Collector is unable to do justice to any of his functions. The position of the Collector today is in many respects obviously unenviable.

Apart from being responsible for law and order, as a captain of the team of district officials he is expected to concern himself with activities of all development departments but has no real authority on the staff or detailed functioning of those departments. This creates unnecessary and avoidable correspondence from village to Government through a labyrinth of vertical and horizontal channels and even a slight mistake of overlooking an appropriate channel can be fatal to a good proposa'. The present difficulties will be further accentuated, with the tempo of ever-increasing Plan expenditure and the number and variety of schemes multiplying. While the Collector may continue to make a genuine attempt to be responsible to the people for implementing schemes expeditiously, he may find himself hopelessly bogged in a tangle of departmental rules and procedures. The Collector is functioning not only as the 'eyes and ears' of Government but also as the ' jack of all trades' being instrumental for anything of consequence which Government wants to do in a district.

8.12. It would be worthwhile examining Collector's contribution to the development sector which has claimed so much of his attention and which is the main reason for his proposed association with the local body. The overall development programme can be broadly conceived in two Analysis of the Plan provision shows that the funds allocated for State sector are much larger than those for the local sector. The Collector, situated as he is and responsible to the local people as he has to be, devotes much of his time for implementation of schemes which have a direct local bearing and achieve quick results. Information obtained by us indicates that in the Second Plan the progress of schemes in the local sector was relatively better than in the other sector. As we have explained in Chapter 6, the State sector will have to be given greater importance in order to create a self-generating agro-industrial economy. The Collector was hardly able to make any effective contribution to schemes in the State sector like irrigation, highways, rural electrification, etc. Most of his time was occupied by schemes like village roads, drinking water school buildings, etc., in respect of which there is great pressure by the people around. If the Collector is appointed as Chief Administrator, his position would become even worse, the neglect of the State sector activities and other functions will be even more. In practice, it has been found that the experiment of appointment of Additional Collectors has not been very satisfactory. Analysis of the present situation shows that the Collector in view of his preoccupations with local development and a variety of meetings he has to attend, had to relegate to the background, subjects which were once considered his primeresponsibility or are important from the State's administrative point of view. This would be obvious from the relatively slow progress in matters concerning land reforms, land acquisition, tagavi recoveries, implementation of Acts for consolidation of holdings, etc. It would also be pertinent to draw attention to the gradual deterioration of efficiency to a very low level various Revenue offices, particularly the taluka office is considered as the backbone of revenue administration. We also find that the Collector has hardly been able to supervise or guide the existing local bodies in respect of which he has

considerable responsibility and authority. The inspection of local bodies and supervision over them is so inadequate and often superficial that hardly any remedial measures are taken in time and things are allowed to reach a crisis when supersession becomes inevitable. In fact, it is argued that many of the past failures of local bodies could have been avoided if the Prant Officers and Collectors had taken the required interest in the working of local bodies by giving proper and timely guidance.

Considering the present state of affairs we feel convinced that the Collector should not be the Chief Administrator. The volume of work of the District Council will be sufficiently heavy to justify appointment of a full-time officer. With the appointment of a separate Chief Administrator, the Collector as head of the district government administration can undoubtedly be of vital assistance in implementing the State sector schemes which have so far lagged behind. He can do this only if he is relieved of the responsibility of local works and matters which in any case can be best attended to by people themselves through their institutions. We feel that the Collector can play a very useful role in the industrial development to which this State attaches great importance. He will also be able to devote more attention to implementation of land reforms and other major socio-economic schemes of the Government. By keeping the Collector outside the local body, the Government will have in him an independent officer who can also evaluate impartially the functioning of the local body and who will also be available for keeping Government informed on any matter which is of sufficient importance. He can also be invested with certain controlling powers which he enjoys in regard to existing local bodies. It will be admitted that there must be some authority at the district level to watch the functioning of local bodies on behalf of Government and to whom people can look for remedying cases involving abuse or excessive use of powers. The only authority competent to do so can be the Collector under the overall supervision of the Commissioner and Government. The policy of Government in this regard has hitherto been to keep the Collector out and invest him with certain statutory supervision and we do not see any powers of control and advantage in materially departing from that policy. He cannot obviously undertake these functions if he is associated with the

local body either as its Chief Administrator or even as a member.

Recently, the Central Council of Local Self-Government in its sixth meeting held at Bangalore in November 1960 considered this point and adopted a unanimous recommendation as follows—

"The Collector should be kept outside the three-tier system and should be the agent of the Government in the field with a duty to keep the Government informed of the happenings and the genera trend of events and where the Government so decides, to take necessary corrective action. For these purposes, he may be entitled to attend the meetings of Zila Parishad/Panchayat Samiti or its Sub-Committees and al o call for their records, but where the district level body is, in its functions a mere co-ordinating and advisory body, the Collector could be associated with it more closely than where it is an executive body."

Similarly, the Study Team appointed by the Congress Party in Parliament to report on Panchayati Raj in Rajasthan and Andhra Pradesh has expressed its agreement "almost in toto" with the above recommendation.

The Collector's appointment as Chief Administrator is also likely to place him in an embarassing position as he will have to divide his loyalty between he Government and the Council. For example, while reporting to Government on any matter and in carrying out its directions issued by virtue of its controlling powers, he will constantly be in a dilemma as to whether he should act on his independent judgment or take the Council n his confidence. His position will become particularly difficult in matters where there is a difference of opinion between the Government and the Council. It will be extremely difficult for him to divide his loyalty in compartments and show different personalities at different times according to the authority under which he is operating.

On the other hand, it will be positively advantageous to both the Government as we'll as the Council if the Collector is kept out of the Council and at the same time, Government makes available to the Council a properly qualified and experienced officer from the higher Government services. We feel that an officer so deputed would be best able to shoulder the

heavy responsibilities of the post. The Council will then have a full-time officer who can control its entire administrative organisation effectively. With the transfer of practically all the district staff of development departments, including their district heads, the Chief Administrator will have directly under him competent and qualified depar mental heads thereby achieving better co-ordination than what the Collector has been able to do to-day. In view of the importance of the post, we feel that it will be fully justifiable to depute and post a person of Collector's rank and status as Chief Administrator. We recommend that all the posts of Chief Administrators should be included in the senior time-scale of I.A.S. cadre. However, if adequate number of persons are not available from this cadre at any time, suitable persons from the ranks of senior Deputy Collectors may be appointed without making any distinction as regards pay and other service conditions. Selection in either case will have to be made entirely on the basis of positive merit and special aptitude for development work.

8.13. Considering all things, we believe that in the set-up proposed by us, the district administration as a whole will gain efficiency. The Collector, as head of the Government district machinery, will be able to concentrate attention on all activities in the State sector which, as already pointed out, will be of vital and growing importance to the State. He will retain the powers which he exercises to-day in respect of local bodies to meet any emergent situation. The Collector being Government's representative at the district level will be required to function as its 'eyes and ears' and should be regarded as such by all. He will be able to furnish independent reports regarding any matter concerning the local bodies and will also execute directions of Government or Commissioner issued under their controlling powers which we have discussed later in Chapter 10. Therein, we have suggested various other safeguards as well. In technical matters the senior State officers will exercise powers of inspection of the work done under the Council. Appointment of a senior officer from I.A.S. cadre as Chief Administrator who often would have himself worked as Collector and State caderisation of class I and class II posts as suggested in para. 8.16 should provide the Council with an efficient executive machinery. Thus, although the Collector will not be able to control the internal work of the local bodies' administration, we have ensured its efficiency by suitable measures.

The Collecto and the Chief Administrator would be both from senior tim -scale of I.A.S. cadre and as such persons of equal rank and status. One will be in charge of local development under the Council and the other will be responsible to the Government for bigger State sector schemes besides exercising a large number of regulatory functions on behalf of the Government in all fields of administration. Thus, while the Chief Administrator will have a large staff of development departments under him. the importance of the Collector's position will remain unaltered and in fact, he will be enabled to function more efficiently and effectively. With such clear and rational demarcation of functions. the Collector and the Chief Administrator as partners in the common effort towards overall development, should work as colleagues under the same Commissioner's supervision. The Commissioner in turn will be relieved of the voluminous and intricate work in the field of local development, particularly that concerning Community Development of which today he is practically the final controlling authority for the Division. The Commissioner should then be able to supervise and guide the district administration in both the State and local sectors more effectively, apart from himself being able to make some real contribution to the implementation of important State sector schemes. By retaining adequate control with the Government and the Commissioner, the State will be able to discharge satisfactorily its constitutional responsibilities in respect of certain basic matters and overall development. We therefore feel confident that there is no danger of the district administration becoming diluted, unco-ordinated or diffused.

Services

8.14. Efficiency of any administrative organisation depends on its constituents, namely, the services. We have indicated ingredients of efficiency as we see them in para. 8.2. The services consisting of human beings, with normal aspirations and limitations, must be allowed to exist and perform heir functions in a manner which cumulatively makes the administrative machine an efficient

organisation. In order to achieve this, it will be reasonable to expect that the services are provided with adequate security and conditions of service, reasonable scales of pay and channels of promotion and facilities for training and improving their experience or prospects. The statement given in para. 8.3 shows that a major portion of the staff employed in the districts would go over to the Councils. In fact, the local administration may provide greater scope for employment than the State Government, in course of time. Disparity in scales of pay and service conditions inter se between Councils or between the local bodies and the State Government can create numerous problems. An attempt should, therefore, be made to reduce the number of pay scales and rationalise their structure. We therefore feel that it will be desirable and proper if Government prescribes rules for recruitment, conditions of service and the general pay structure for different classes of services under the Council as also the powers of the Council and its Committees. Besides these matters, there are three important items to the services, namely, recruitment, administrative disciplinary control and promotions which would justify our special attention.

Recruitment

8.15. The manner of recruitment will determine the availability of the right type of persons to constitute the Council administration. The question that arises is whether the local bodies should appoint their own staff or whether all or some of them should belong to common State cadres. This is a controversial issue and, therefore, it will be useful to examine it in some detail. One view is that if the local bodies do not appoint their own staff, they may not get its undivided loyalty and allegience. Some others have suggested that superior posts like those of heads of departments should be borne on State cadres so that officers of ability, experience and technical independence can be deputed to work under the local body. A view opposing the formation of such endres in any form is expressed in paragraph 176 of the Local Self-Government Committee's Report of 1939 reproduced below—

"It has been argued that even when a cadre is created, officers belonging to it, will continue as now, to carry out

the policies and the instructions of municipalities and local boards and that consequently the fear of any friction between the two is baseless. There is no analogy here between the Provincial services and local bodies' cadres. as proposed. In the case of the former, officers have to obey the orders of the Provincial Government who control their services and to whom they are wholly responsible. With local bodies, the case would be different. Policies would indeed continue to be determined by local bodies but their officers who are to give effect to them will be responsible to an outside authority be it the Provincial Government or a Board. The officers will be servants of two masters and their real master, the local authority, will not have a controlling voice. Further, there is no guarantee that the appointments and transfers made by an outside body will be satisfactory and the position of unwanted officers will be unhappy in many a local body. This aspect of the problem does not appear to have struck the minds of witnesses, who supported and defended a local officers' cadre in evidence before us."

8.16. However, the Administrative Enquiry Committee, in 1948, favoured common cadres controlled by a Board representing local bodies for reasons given in paragraph 386 of its report as follows:—

"The question whether the principal services of the local bodies should be provincialised is one which has aroused controversy in the past. On the one hand the officers of the local bodies feel that the provisions of the Municipal Boroughs Act and the Local Boards Act which require a two-thirds majority of the total membership of a local body for their removal or punishment, are no adequate protection against party intrigues. On the other hand the local bodies allege that the above provisions make these officers almost irremovable as the more adroit among them can always manage to obtain the minimum support by playing one faction against another and, if need be, by showing favour towards some of the members. While we have no desire to enter into this controversy, we feel that the efficiency of local administration will not improve unless a clear distinction is

drawn between the spheres of policy and action, and the services are ensured the freedom to act without fear or favour within the terms of the policy laid down by the local body and are given security of tenure which would not depend upon uncertain party fortunes and local influences. admit the force of the argument that complete provincialisation of services would weaken the control of the local bodies over the staff and make it difficult for them to enforce discipline. But a cadre or cadres for officers of the local bodies, to be controlled by a provincial board representing the local bodies themselves, should be free from any such objection and will have considerable advantages. By removing the control of such appointments beyond the scope of local influence, it will ensure the necessary independence to the officers. While the prospect of promotion to a more important post under a larger body would provide an incentive to work, it would also be easy to transfer an officer whose relations with a local body were strained before the breach had become too wide."

Many persons with whom we discussed this question strongly supported the caderisation of superior posts under the local bodies. They emphasised that this alone would provide efficient, competent and contented services in the superior cadres. After considering all aspects of the question, we feel that the officers under the local administration should be classified into class I and class II cadres on the same basis as in State services and in view of the advantages discu sed hereafter they should be borne on the respective State departmental cadres. This will ensure proper recruitment and efficiency and provide to the services full scope for promotion and wider and varied experience. These advantages could not be obtained if there are separate cadres of local Self-Government services managed by a Board representing the local bodies as recommended by the Administrative Enquiry Committee in 1948. The recruitment to class I and class II services would then automatically be done by the State Pub'ic Service Commission. It will then be possible to transfer officers periodically, to eliminate personal attachment or prejudices, and provide wider scope to officers in different fields of their departmental activities. They will also not be susceptible so much to the local

influences and pressures and can be expected to maintain their technical and administrative independence. If in any case an officer is not considered suitable by the local body, it will be able to draw upon a larger cadre. We do not see any reason why the officers borne on State cadres and deputed to work under a local body will not loyally carry out its decisions.

8.17. With regard to the remaining services, we feel that they should also be fo med more or less on the pattern of class III and class IV cadres in Government service. The practice is to have district or smaller cadres for such services except for some technical personnel. The number and variety of posts in these categories is sufficiently large to justify formation of district cadres under the Council. In respect of recruitment to these posts, we are of the opinion that a local body should not be interested as to who is recruited, p ovided, subject to qualifications and experience required for the post, the best available candidates are selected. Recruitment by itself does not give the local body any control on the services in their day-to day functions. We feel that it would be desirable to have an independent District Selection Committee without associating any member of the local body with it. There are, however, certain categories of class III servants who are required to possess higher technical qualifications such as Overseer, Agricultural Officers, Veterinary Surgeons and Medical Officers. We feel that it would be advantageous to form them into Divisional cadres and recruit them through an independent Divisional Selection Committee. This will provide wider scope to such technically qualified persons to gain better experience and also aspire for higher posts. This Committee may be constituted with the Commissioner as Chairman and a non-official nominated by Government and the regional officer of the concerned department as members. At the district level, the Committee may consist of the Collector, the non-official member of the Divisional Committee and the Chief Administrator as members. one of them being nominated as Chairman by the Commissioner. We have no doubt that there will be sufficient wo k for the nonofficial member to be nominated by Government for each division to justify his full-time appointment on reasonable pay or honorarium.

Administrative Control

The Chief Administrator will primarily be responsible to the District Council for maintaining efficient standards of administration and, therefore, must be invested with sufficient authority to enforce discipline. The entire staff of the Council would naturally work under his administrative control. He should be authorised to transfer all the staff within the district and delegate his powers in this respect to other officers. With regard to disciplinary action, he should be given full authority to impose any penalty in respect of class III and class IV services. As he will. however, find it difficult to exercise these powers in respect of the large staff which will work under his control, powers for imposing minor penalties will have to be delegated to heads of departments and subordinate officers with adequate provision for appeals and revisions to higher authorities. In order to make the Chief Administrator's authority on the staff real, no appeal or revision should be provided for specified minor penalties from his orders. Even in case of class II officers it will be necessary to invest him with certain powers to impose minor penalties. As the District Council will have neither the time nor the requisite knowledge to appreciate various points bearing upon facts and procedures, we have proposed to invest the Standing Committee with revisional authority only in case of major penalties of removal, dismissal and reduction. Even in such cases the Standing Committee should act upon the advice of the appropriate Selection Committee, which will be in a position to sift the evidence and make a proper recommendation. We have given a chart in Appendix X indicating the pattern of recruitment and the disciplinary control as envisaged by us.

Promotions

8.19. It will be important and necessary to see that there are satisfactory and equitable channels of promotion to the services. Promotions given merely on the basis of seniority without emphasis on positive merit lead to frustration of good workers and appointment of unsuitable persons to higher positions. The entire ministerial staff of the Council should be regarded as one unit. Promotions should be made on the basis of select lists to be prepared by committees of departmental officers. Appeals

regarding promotions may lie with the Chief Administrator in the case of posts up to the level of a Senior Clerk and above that with the District Selection Committee. Similarly, the technical staff appointed by each department should generally be regarded as a district cadre and promotions made on the basis of the preparation of select lists by appropriate departmental committees with provision for appeals to the Chief Administrator or the District Selection Committee. Only for certain specified categories of class III services which are borne on divisional cadres the appeals will lie with the Divisional Selection Committee. In the case of such officers the Chief Administrator will be competent to effect transfers within a district but inter-district transfers may be done by the Divisional Selection Committee, after consulting the concerned Chief Administrators. In order to provide channels of promotion to competent persons in class III, we would suggest that 50 per cent. of the posts in class II cadres of the State services may be reserved for such persons. It should, however, be clearly stipulated that this proportion of posts is available only if persons of the right calibre are available. Confidential records of senior persons in class II should be examined by the Chief Administrator with the concerned departmental heads every year and proposals made to the Divisional Selection Committee for their promotion to class II. The Commissioner will forward the views of the Divisional Committee to Government who can then take necessary action in consultation with the Public Service Commission. In order to ensure that vacancies do not remain unfilled for too long a period, the Divisional Selection Committee may be authorised to make temporary appointments for a duration not exceeding one year. Once these persons are absorbed in State class II cadre, the normal channels of promotions to class I would be open to them.

Training

8.20. The measures we have proposed above, in our opinion, should provide qualified and competent personnel for the local administration. We feel that special facilities should be created to enable the more capable of them to improve their prospects. At present arrangements exist for training teachers in the teachers' training colleges, viilage panchayat secretaries, talathis and some

ministerial staff at training centres run by Government and gramsevaks at extension training centres. With the combination of the posts of panchayat secretaries-cum-talathis with gramsevaks as recommended by us in para. 8.34, it would be necessary to combine their training and establish adequate number of training institutions. Provision of training will have to be made for persons recru ted by the Selection Committees before appointment. Refresher courses and 'in-service' training will also have to be organised for those already in service. Special efforts may be made for intensive courses to selected staff in lower categories so as to make them eligible for promotion to higher posts.

Departmental Organisation

- 8.21. We shall now lay down some general principles regarding the departmental organisation of the Council administration so that it will be able to discharge its responsibilities in an efficient manner. The work of the Council could be conveniently grouped into seven departments, namely, General, Finance, Works, Agriculture, Co-operation and Industry, Health and Education corresponding to the seven Committees of the Council. The head of each department will generally be an officer of the status of class I officer who will also function as the secretary of the appropriate Committee. They will operate under the overall supervision of the Chief Administrator who will, however, be directly responsible for planning and co-ordination, apart from high level correspondence with the Commissioner and Government and matters pertaining to class I services. The Chief Administrator should himself or through a deputy attend and participate in the deliberations of the Council and its Committees and also the Block Committees, as far as possible. The statement in para. 8.3 shows the total personnel, which would be available to an average District Council and it should be possible to reconstitute them into seven departments, each with adequate staff.
- 8.22. The General department will be in charge of establishment matters concerning the entire staff of the Council, planning, co-ordination, village panchayats, prohibition, publicity, and miscellaneous matters. A we have recommended that the subject of social welfare should be handled by the Standing Committee, i should be dealt with by the General department.

As the Council will be made responsible for certain aspects of Revenue administration, there will have to be a special branch to deal with these matters as well as for levy and collection of taxes. The head of the General department will be an officer of the grade of Deputy Collector or junior I.A.S. officer with the designation of Deputy Chief Administrator who should be considered second in command to the Chief Administrator. He should also work as the Secretary of the Council, the Standing Committe and the District Selection Committee.

- 8.23. The Finance department will be under a Chief Accounts Officer and should function more or less as the Finance department does in the State administration. It will have to be consulted before any proposal involving financial implications is sanctioned. It will deal with the budget, maintenance of accounts for all departments including the Works department, stores purchase, internal audit, etc. The budget should be an operational one and once it is passed by the Council, the heads of departments should be able to proceed with the execution of the schemes without any further reference to the Finance department. The main responsibility for audit should be of an outside agency which may be constituted more or less on the existing system of outside audit undertaken by the Examiner of Local Fund Accounts.
- 8.24. The Works department will be in charge of the District Engineer and will be responsible for all civil and mechanical engineering works. The department will deal with buildings, communications, public health engineering, minor irrigation and miscellaneous matters. In order to constitute this department it will be necessary to pool the existing staff borne on the establishment of the Executive Engineer under the Buildings and Communications department, such staff of the Irrigation and Public Health Engineering department as is transferred and the engineering staff under the local bodies. As a result of pooling and rationalisation of the above staff, it should be possible to provide sufficient staff at the district and block levels and also to effect some saving.
- 8.25. It will be necessary to integrate under the Agricultural department all the schemes proposed for transfer as well as activities ancillary or related to them, such as, animal husbandry, dairy development, village forestry and fisheries. The head of this

department who will be the District Agricultural Officer should be a class I Officer of the State service. The agricultural section will deal with all types of agricultural farms, research and other farms entrusted on agency basis to the Council, rabi and kharif campaigns, agricultural extension including Japanese method of paddy cultivation, plant protection, seeds, fertilisers, agricultural quota of iron, steel and cement and agricultural implements. It will also undertake village woodland schemes and minor afforestation schemes for which there is a great scope in the rural areas. There may be another section dealing with veterinary, cattle breeding, dairy, poultry and fisheries. In districts which offer scope for dairying, poultry or fihseries, there will be justification to appoint Extension Officers on the Block administration for the purpose.

- 8.26. The Co-operation department will deal with all matters pertaining to co-operative movement under the purview of the local sector, organisation and management of agricultural produce markets, supervision over Sarvodaya schemes and cottage and village industries. The staff of the Co-operation department under the re-organised structure in the district consists of a Deputy Registrar, 3 Assistant Registrars and a large number of Co-operative Officers and Supervisors. We propose that a major portion of the staff at the district head-quarters with two Assistant Registrars, most of District Co-operative Officers and the necessary executive staff should be transferred to the Council.
- 8.27. The Health department will deal with public health, medical relief, family planning, welfare of children, care of handicapped persons, etc. The department will operate through the primary health centres and taluka dispensaries. The head of the department will be the District Health Officer who may be given an Administrative Officer who need not be technically qualified so as to enable him to supervise the working of primary health centres effectively. Until such time as the civil and cottage hospitals are transferred to the Council, the Civil Surgeon will continue, as part of his duties, to inspect various dispensaries and medical aid centres, under the Council and co-ordinate medical relief from the primary health centres to the district civil hospital.
- 8.28. The Education department of the Council will consist of the Inspector of Schools and other staff of the Education department transferred to the Council and the staff of the existing School

Boards. This department will be responsible for three subjects, namely, primary education, secondary education and social education.

Block Administration

8.29. The Block Committee will function with a great deal of autonomy in respect of certain matters and also as an executive and supervising arm of the District Council. Firstly, it will plan and implement schemes with reference to the funds which are placed entirely at its disposal independently of the District Council. It is also our intention that this Committee should work as the agency of the District Council in respect of schemes and programmes sanctioned by the Council within the jurisdiction of the Committee. In the latter capacity, it will propose suitable schemes to the Council indicating the extent to which it will be able to obtain public participation or contribute funds out of its own resources. It will also implement and supervise all such schemes and programmes and activities within its jurisdiction sanctioned by the Council. Last but not the least, the Committee will not only supervise the functioning of Village Panchayats but encourage their growth and enable them to enlarge the scope of the developmental activities by financial and technical assistance as well as constant guidance. It will thus be seen that as far as possible right from the stage of formulation of proposals to the actual implementation of the schemes the Council will operate through the Block Committees. It would, therefore, be necessary to provide them with suitable administrative machinery which will be able to execute these functions efficiently.

8.30. The Chief Executive Officer of the Committee will be the Block Development Officer who will also work as its secretary. He will be in charge of the entire administrative staff of the Block, subject to such regulations as may be prescribed by the Chief Administrator. It will be desirable to constitute the Block administration into branches analogous to the departments of the Council administration. The staff of all the departments working at present at taluka headquarters or in the taluka together with the Block staff under the Community Development programme should be pooled and re-constituted into seven branches, namely, General, Accounts, Works, Agriculture,

Co-operation and Industries, Health and Education. As in the case of district staff it will be necessary to eliminate overlapping and duplication.

8.31. In the field of agriculture, at present there are a number of Agricultural Officers, Agricultural Supervisors and Agricultural Assistants on the district establishment. In addition, there are Agricultural Extension Officers and Gram Sevaks on the Block staff. If, as suggested in para. 8.34, the posts of Gram Sevaks are combined with Panchayat Secretaries-cum-Talathis, it may be possible to appoint more Agricultural Extension Officers to work under the Block administration. If the staff of the Co-operative department transferred to the Council is pooled with that of the Community Development administration, it should be possible then to have adequate staff of two or three Co-operative Extension Officers and an equal number of Supervisors which will sufficient to handle the work of supervision, extension promotion which is proposed to be transferred to the Block Committee. As regards the engineering staff, it should be possible to pool all the staff transferred from the Buildings and Communications, Irrigation and Public Health Engineering departments and provide two to three Overseers for each Block with Deputy Engineer in charge of groups of Blocks. In the field of education. we recommend that the posts of Social Education Organisers in the Block area may be abolished and their functions entrusted to the Assistant Deputy Educational Inspectors by increasing their strength, if necessary. In view of the fact that there will be sufficient number of schools in the Block with a large number of teachers, it would be convenient if, after recruitment by the District Selection Committee, the teachers are allocated to the block more or less on a permanent basis. The administrative control over the primary school teachers, including their transfers, should also vest in the Block Committees. It will thus be seen that the Block Committee will enjoy considerable authority and power; firstly, in its own right and secondly, as an important limb of the District Council. We should like to make it clear that generally the District Council should function through the Block Committees and the Block Committees through Village Panchayats.

8.32. It has not been possible for us to give our attention to the details of the organisational layout of the staff at various

levels. One of us however had prepared a note indicating the staff that would be required for an average district and an average Block which is given in Appendix XI. This note will be useful as a working model for organising the Council and the Block administration in an average district although the actual organisation and staff to be employed will require modifications according to the workload in each district and in each Block. The Chief Administrator and the heads of departments of the district administration and the Block Development Officer will have to be given comprehensive administrative, disciplinary and financial powers to enable them to function effectively. We have already indicated the disciplinary powers which are proposed to be entrusted to them in Appendix X. The other powers which, in our view, should be delegated to these officers are contained in Appendix XII. It may be mentioned that these powers may have to be enlarged, in the light of actual working and experience.

Village Panchayat Administration

8.33. Village Panchayat as the primary unit of local self-Government forms the base of the pyramidical democratic structure of the country. Under the Village Panchayat Act, it is authorised to undertake practically any activity which will promote the economic and social progress of the village. We recommend that all village schemes such as approach roads, drinking water supply, school buildings, etc., which a Block Committee may undertake should be implemented through the sole agency of the Village Panchayat. Thus, the Village Panchayat will implement most of the Block schemes at the village level and, in addition, will plan and execute schemes out of its own resources which it should constantly endeavour to enlarge through its own initiative. We have also indicated that collection of land revenue and all Government dues together with responsibility of writing and maintaining all revenue village records should be transferred to the Panchayat. Prompt and voluntary collection of land revenue and other dues will not be possible unless the sarpanchas and panchas make a proper approach to the people and exert their influence. They will also have to keep in close touch with local matters so that the various village records are maintained accurately and up-to-date. These vital statistics are of national importance as they form the basis of future planning. We expect both the Council and Block Committees to take keen interest in the growth of Village Panchayats, assist them in making available technical advice of their officers and funds and infuse in them a new sense of responsibility for the work entrusted to them. The Panchayats should also be made to realise that the sarpanch and panchas would be held directly responsible for defaults in discharge of their duties.

8.34. We find that the present-day Gram Sevak who is expected to spend 80 per cent of his time on agriculture is not of much use to the agriculturists due to his limited knowledge and experience of agriculture. He has not been able to make any noticeable contribution to the development programme or the growth of Village Panchayats. Being in charge of a number of villages and without adequate knowledge, all his time is spent in rotating from village to village and correspondence. We feel that the Gram Sevak, as the name connotes. should be a person available as a full-time servant to the Village Panchayat. Government has already accepted the policy of combining the posts of Talathis and Panchayat Secretaries into one cadre and treating them as Government servants. We therefore suggest that a Gram Sevak should be appointed for each Village Panchayat who will also perform the functions of Talathi for revenue matters and act as secretary of the Village Panchayat for panchayat affairs. There could be two grades in Gram Sevaks, one for bigger villages and the other for smaller villages. There may, however, be some very small Village Panchayats to enable one Gram Sevak to look after a group of them. At the same time for bigger villages an Assistant Gram Sevak may be required. The entire present staff of Panchayat Secretaries, Talathis and Gram Sevaks could be pooled to provide sufficient number of the new type of Gram-Sevaks. We would like to emphasise here the importance of proper selection and training of Gram Sevaks. The existing minimum qualifications of vernacular final with a diploma course from agricultural schools or S. S. C. seem adequate. They will be recruited by the District Selection Committee and must be given concentrated, comprehensive and integrated training for at least two years in matters pertaining to revenue, village panchayat, agriculture and all aspects of village development at suitably re-constituted extension training centres. Gram Sevaks may be allocated more or less on a permanent basis to each Block Committee and they should be completely under the administrative control of the Block Committee except in the matter of removal or dismissal. The Village Panchayat should also be given some authority over the Gram Sevak to make him feel really responsible to the Panchayat.

8.35. The above arrangement of providing technical advice at the village level will facilitate organisation of agricultural production programme through the Panchayat as desired by the National Development Council and Planning Commission. In the implementation of this programme which is of basic importance to the villagers the Panchayat should utilise voluntary organisation of farmers and work in very close association with the village co-operative. In these matters as well as for expeditious implementation of village works programme, the Committee will provide the necessary complement of Agriculture and Co-operative Extension Officers and Overseers. We have already suggested that the subject of social education should be handled by Education department. Social education schemes as well as some schemes in social welfare sector could be more effectively implemented through the Panchayats and voluntary village organisations. We feel that the school teacher can play a useful role in these matters. It would, therefore, be useful to enlist the services and co-operation of the Village Panchayats in the day-to-day running of primary schools.

8.36. In the present administrative set-up at the village there are revenue patils, police patils and inferior village servants like kotwals. With the transfer of revenue work to the Panchayat the posts of revenue patils can be abolished. It was suggested by some to us that police patils should be appointed by the Village Panchayat or by the District Magistrate from a panel of names to be given by the Panchayat. As the police patil functions as a representative of the Police Department at the village level, his continuance is necessary. His appointment, however, may be made in consultation with the Block Committee so as to ensure that he works in co-operation with the Panchayat. With regard to the inferior village servants.

we feel that the scheme of stipendiary kotwals which has been accepted by Government should be implemented in all areas of the State. We find that there is disparity in the number of kotwals and their pay between Vidarbha and other regions. We feel that without incurring additional expenditure it should be possible to evolve a uniform system providing one kotwal for each village with a population of 1,000 or less, two for those with a population of more than 1,000 but less than 2,000 and three for still bigger villages, on a pay of Rs. 30 per month. The number of kotwals available to the Panchayat on this basis can be worked out and proportionate grant given to the Panchayats. Subject to the minimum scale of pay they may appoint such number as they find necessary and, in fact, the Panchayats may be encouraged to combine the posts of kotwals with other class IV servants and effect economy. Though the kotwals should be transferred to the Panchayats, they will be required to perform their present functions with regard to Government work and Government officers.

8.37. Incidentally, we would also like to refer to the growing tendency on the part of the rural population to demand a separate Panchayat even for hamlets or villages with a population of less than 500. We think that a Village Panchayat for a population of less than 1.000 will not be an efficient and viable unit of administration. We, therefore, propose that each revenue village having a population of 1,000 and above should have a separate Village Panchayat and in the case of a revenue village having smaller population it should be grouped with the neighbouring Village Panchavat so that in no case the population covered by a Village Panchayat is less than 1.000. Our attention, however, was drawn to the unsatisfactory working of Group Panchayats due to the tendency on the part of bigger units to concentrate expenditure in them and to dominate over the smaller units. It should be possible to check this tendency by providing that all developmental expenditure to be undertaken by a Group Panchayat should be spread equitably over all the units and that in any case the share of land revenue of each village should be spent for it.

8.38. Though there is provision in the Village Panchayat Act, our attention was drawn to the fact that the Panchayats are not making full use of the institution of Gram Sabhas. This is

necessary to enlist the support of the village as a whole to all Panchayat activities. The Panchayats with the help of Gram Sabhas, voluntary organisations of farmers and others and, above all, in close association with the co-operatives and with the availability of full time qualified Gram Sevaks and teachers at their service should be able to promote quicker development of the villages and become really self reliant institutions.

Role of the Executive

8.39. We have made an attempt to visualise in as comprehensive a manner as possible various problems which might arise in the efficient functioning of local bodies and have recommended an administrative organisation capable of implementing their decisions expeditiously and effectively. cannot, however, overemphasise that the success of decentralisation will depend essentially on a mutual sense of regard and understanding between the administrative machinery and their respective local bodies. To regard that policies are basically matters of choice and should, therefore, be deliberate acts of the people's representatives only and that the expertise has no function in influencing them is to take too narrow and oversimplified a view. Executive functions and deliberative and policy-making functions are but two facets of administration which act and re-act upon each other continually and, therefore, cannot be separated from each other in so clear-cut a fashion as to make either of them the exclusive role of one agency. That the executive officers, on account of their experience and training, have a vital role to play as advisers on policy matters. has been very well expressed in a passage of Mr. J. H. Warren. which is quoted below-

There is, indeed, a wide recognition in the world of Local Government of the Officers' right to advise on policy. In the most progressive Local Authorities, the officials are expected, and given to understand that they are expected, to do this. It is obviously only the Officer, spending his daily life at the centre of the Local Authority's activities, who can measure the impact of the Local Authority's existing policies; who can know the resources of the Local Authority so intimately as to be able to measure

their adequacy in conditions of change and growth; whose knowledge of the services is so close, and whose experience so well bedded down, as to make foresight possible; whose conspectus of needs can lead to long-term policies, in which the many-sided requirements of a place are brought into balance and proportion...... Nor does anything we have said or quoted imply that the Local Authority which welcomes advice on policy from its officers, or accords them a large degree of initiative, relinquishes its own control. Local Government officers are not unaccustomed to having their more ambitious policies rejected, and it belongs to their professional code of conduct to apply a policy with which they may personally disagree as loyally as if it were their own..... it is precisely officers of this kind who usually elaborate in the most effective way the instruments by which the council is enabled to exercise its essential controls over both administration and policy."

8.40. In the past, the administrative machinery had to play a dominant role in framing policies and their execution. In recent times progressively the policy functions have rightly passed on to the elected representatives of the people. This has been interpreted in some quarters as a process of somebody wresting power and authority from others. While the officials have the right to advise on policy, they should clearly recognise that ultimate policy decision rests with the elected representatives. The latter, on the other hand, should recognise the officers' right to advise on policy at all stages and regard them as collaborators in achieving the maximum good of the people within the inherent limitations of human institutions. As Professor Laski has very pertinently stressed, the whole difference between efficient and inefficient administration lies in the creative use of officials by elected representatives.

CHAPTER 9

LOCAL FINANCE

9.1. In view of our recommendation to invest the District Councils with wider responsibilities and to make them instruments of State policy in the local sector, it will be essential to place at their disposal adequate sources of revenue and devise a suitable system of grants-in-aid. Before, however, we proceed to make any recommendations in this regard, it would be worthwhile to review their present sources of taxes and other revenues and the existing schemes of grants-in-aid.

Village Panchayats

9.2. A Village Panchayat in Maharashtra is competent under section 124 of the Act of 1958 to levy a tax on houses and lands (not liable to agricultural assessment) and octroi. The taxes, fees, charges, etc., which a Panchayat can levy as also the grants it receives are given in Appendix XIII. It receives 25 to 30 per cent of the land revenue collected in the village as a grant from Government. A grant of Rs. 250 per annum per Panchayat is also paid to Village Panchayats existing on 31st March, 1954, in backward areas in the Western Maharashtra region; this amount is Rs. 500 per annum in the case of Village Panchayats established thereafter. A statement showing the income and expenditure of Village Panchayats for the year 1958–59 and estimates for the year 1959–60 is given below:—

	(1)	Unit. (2)	19	958 - 59.	1959-60. (4)
1.	Number of Village Panchayats.	Number		12,832	15,254
2.	Total income	Rs. in crores	• •	2.97	3.54
3.	Total expenditure	Rs. in crores	• •	2.41	2.87
4.	Grant from land revenue.	Rs. in crores	• •	1.05	1.25

District Boards and Janapada Sabhas

9.3. The District Local Boards derive most of their funds from the local fund cess and from Government grants. Their powers of taxation are relatively limited, the more important sources of revenue being the land cess and profession tax. The land cess called the 'Local Fund Cess' is a surcharge on land revenue and levied at different rates, namely, two annas in Marathwada, thirty pies in Vidarbha, and three annas in a rupee of land revenue in Western Maharashtra. The taxes, fees, tolls, charges, etc., leviable by local bodies as also the grants which they get are mentioned in Appendix XIV. It will be seen that grants are mainly given for roads, dispensaries, both medical and veterinary, and anti-epidemic measures, while no grants are given for co-operation, cottage agriculture. industries and minor irrigation.

Funds for Primary Education

9.4. Special mention must be made of the responsibility of Government in respect of primary education. In Marathwada no such grants are paid as primary schools are run by the Education Department itself. Formerly, the Janapada Sabhas were given grants for primary education at the rate of 75 per cent of the average expenditure for the previous three years. Provision was, however, made for payment of grants to certain Janapada Sabhas in backward areas at a higher rate of 90 per cent. Now, however, these bodies are sanctioned grants on the same basis as that for District School Boards in Western Maharashtra. In the latter region, Government gives grants-in-aid for primary education directly to the District School Boards. In addition to these grants, the District Local Boards have to pay to the District School Boards, under section 41 of the Bombay Primary Education Act, 1947, a share of the local fund cess and cess on water-rate as may be fixed from time to time by Government. The Government pays grants to cover the gap between the approved expenditure and receipts. In practice, this means that most of the amount required by the District School Board for the conduct of primary education is paid by Government as the realisations from fees and the money received from

the District Local Board are, generally speaking, very small as may be seen from the table given below:-

(Rs. in crores)

	Western Maharashtra (actuals of 1957-58)	Marathwada (actuals of 1959-60).	Vidarbha (actuals of 1957-58).	Total.
(1)	(2)	(3)	(4)	(5)
Total Expenditure	5·71	1·49	0.75	7.95
Government grants (expenditure in case of Mara- thwada).	4·54	1·49	1.02*	7.05

^{*}This figure presumably includes payment of past arrears.

9.5. The total average annual receipts and expenditure of the District Local Boards, District Boards and Janapada Sabhas are given in the table below:

			Unit.		Average for three years from 1955-56 to 1957-58.	
	(1)	- Edit	(2)			(3)
1,	Number of local bodies Number of District Local Board				ards.	12
			Number of Dist	rict Boards		5
			Number of Jana	pada Sabhas		38
						55
2.	Income		Rs. in crores	• •		3.01
3.	Grants-in-aid		Rs. in crores		٠.	2.32
4.	Total receipts		Rs. in crores			5.33
5.	Expenditure		Rs. in crores			4.81

It will be seen that their average receipts are approximately Rs. 533 lakhs out of which Government grants account for as much as Rs. 232 lakhs. On the basis of schemes proposed by us for transfer to the District Councils, we find that the total committed expenditure in respect of such schemes at the

end of the Second Plan will be of the order of Rs. 25.38 crores. It is, therefore, obvious that adequate sources of tax and nontax revenue and sufficient funds by way of grants should be made available to the Councils so as to enable them to continue the existing activities of the local bodies and to discharge the functions transferred to them effectively. We propose that all the sources of tax and non-tax revenues which are available to any of the existing local bodies should also be provided to the District Councils. We further suggest that the local fund cess should be brought to the uniform level of 20 nP. per rupee of land revenue. Though the District Councils will be able to augment their funds to some extent by tapping their sources it will be necessary for Government to provide a source of revenue to them, which they will be able to increase substantially through their own initiative. Our intention is that they should not be dependent entirely on Government grants but be able themselves to find at least some portion of the funds required for their activities and Plan schemes.

Assignment of Land Revenue

9.6. We consider that land revenue is undoubtedly the most appropriate source of revenue which can be given to the local bodies as it accrues entirely within their limits and is paid by persons who are benefited by their activities. Further, it has now ceased to be the most important source of State revenues. In view of the fact that the Government will have to give increased grants-in-aid for various purposes to local bodies, which in the aggregate will far exceed the amount of land revenue receipts, it will be desirable not only to assign the entire land revenue to the local bodies but also to make them responsible for its collection. At present, 25 to 30 per cent of land revenue is paid to the Village Panchayats and 5 per cent to the District Local Boards as grants. We recommend that the Village Panchayats should be given 30 per cent of the land revenue uniformly and the District Councils the balance of 70 per cent. Village Panchayats will be the appropriate agencies for the collection of land revenue and other Government dues under the supervision of the Revenue officers who will, however,

remain responsible for taking coercive measures against the defaulters. The District Council and the Block Committees will have to ensure that these functions are discharged efficiently by the Village Panchayats. Assessment of land revenue is at present the direct responsibility of Government which can undertake re-settlement operations after the expiry of the guarantee periods. The local fund cess is also levied as surcharge on land revenue at different rates under the various enactments and made over entirely to the local bodies. If the District Councils or the Block Committees desire to increase the land revenue or the local fund cess and pass resolutions to that effect by a requisite majority vote, the Government should undertake re-settlement operations or increase the cess accordingly. For the latter purpose, we suggest that Government should take power under the statute to increase the local fund cess up to a maximum of 100 per cent of land revenue for any particular period or on a permanent basis. With the assignment of entire land revenue to the Village Panchayats and the District Councils, it should be possible to simplify the procedure relating to the maintenance of village and taluka accounts. We have made no reference to the grant of any share of land revenue to the Block Committees, as according to our recommendation in para, 7.26, will work as agencies for undertaking the Council's activities in their jurisdictions for which purpose they will be given sufficient funds by the Council, and will also get Block grants proposed later in para. 9.16. The total grants which will thus be available to the Village Panchayats and the District Councils will be respectively Rs. 205.35 lakhs and Rs. 479.19 lakhs per annum. Appendix XV gives approximately the grants which the Panchayats in a district and each District Council will get on the basis of 30 per cent and 70 per cent of land revenue collection, respectively.

9.7. At present, when scarcity is declared or conditions akin to scarcity are recognised, Government usually grants suspension of land revenue according to a scale depending upon the estimated outturn of crops by a system known as 'annewari' and also undertakes relief operations either by the grant of gratuitous relief to those who are unable to work or

through expenditure on public works like roads, irrigation works, etc. The extra expenditure on such relief as cannot be met from the departmental budgets is debited to a statutory fund known as the Famine Relief Fund which is controlled by the Revenue department. If the land revenue is suspended continuously for a specified period owing to repeated scarcity conditions it gets automatically remitted. The shortfall in receipts of estimated revenue either by suspension or remission is borne by the State. The conditions arising out of scarcity or near scarcity will have, therefore, to be considered in two specific aspects. In the first place, the District Councils will have to be assured reasonably stable receipts as they are required to meet expenditure on fairly definite commitments. It will be, therefore, necessary to constitute a separate fund for the specific purpose of making good short receipts of land revenue from year to year, whenever, it is suspended or remitted. Such a fund should be built up by contributions from the Government and the local bodies as a prescribed percentage of land revenue collections and, if necessary, suspended land revenue collected in subsequent years may also be credited to this fund. As regards relief expenditure, the entire expenditure is now borne by the State by re-adjustments in the departmental budget provisions and from the Famine Relief Fund. With the devolution of a large number of State schemes including roads and minor irrigation works which form the bulk of relief works, it should be the responsibility of the local bodies to undertake necessary relief works when scarcity is declared. Government may then bear full expenditure on gratuitous relief as also the excess cost on relief works according to the present system from the State Famine Relief Fund.

Grants-in-aid

9.8. The assignment of land revenue will have to be supplemented by adequate grants-in-aid to enable the local bodies to meet the total expenditure in respect of their existing activities and the schemes proposed for transfer to them. It will, therefore, be necessary to devise a suitable system of grants-in-aid in place of the present system wherein grants are sanctioned by different departments for various purposes. A well

thought-out scheme of grants-in-aid should be able to ensure uniformity and a minimum standard of those services which are essential for public welfare, particularly those laid down in the Constitution referred to in para. 5.2. The principles on which the grants-in-aid should be based are discussed hereafter.

Equalisation Grants

9.9. The assignment of 70 per cent of land revenue to the Councils on basis of the collection in each district will place those districts with better soil conditions and consequently higher incidence of land revenue in a far more favourable position than those with poor soil conditions or large forest areas. A glance at Appendix XV will show that some districts like Jalgaon, Ahmednagar, Aurangabad, Parbhani, Nanded, Buldana, Amravati and Nagpur will receive land revenue grants at the rate of more than Rs. 2 per capita while districts like Ratnagiri and Chanda will receive less than Re. 1 per capita. It is true that the District Local Boards at present also get grants of 2 per cent of the forest revenue in their jurisdictions; but these are not significant even for districts with large forest areas. It would, therefore, be desirable to replace all such grants by equalisation grants so that the sum of the land revenue grant and the equalisation grant will bring every Village Panchayat at least a revenue of Re. 1 per capita and each Council at least a revenue of Rs. 2 per capita of population. It is estimated that the equalisation grants to be paid to the Councils and Panchavats will work out to about Rs. 56.57 lakhs and Rs. 41.43 lakhs, respectively, per annum. These are also shown in Appendix XV. These grants should be treated as more or less permanent and should not be withdrawn even if some Councils take steps to increase the land revenue receipts by proposing to Government re-settlement operations.

Purposive Grants

9.10. Even after assignment of land revenue and provision of equalisation grants, the Councils will still not be able to meet the major portion of committed expenditure on activities relating to primary and secondary education, public health, agricultural development, communications, backward class

welfare and the like. It will, therefore, be necessary to give grants for specific schemes on suitable terms and conditions. We suggest that 75 per cent of the expenditure required for such schemes should be given as grants-in-aid. The number of grants should be scrutinised so as to reduce their number. They should relate only to those schemes for which a National policy has laid down certain basic objectives or those which entail heavy expenditure beyond the means of the Councils. These schemes should be implemented according to the pattern laid down by Government. Penalty in case of failure to observe any of the conditions should be enforceable by Government. Further, whenever such grants are required to be given by Government to subsidiary local bodies or institutions they should be disbursed through the agency of the Councils.

Establishment Grants

9.11. We have already proposed in para. 8.16 that class I and class II officers of the Council should be borne on State cadres. The pay and dearness allowance of such officers may be paid by the State Government through the State treasuries, as at present. However, expenditure on their travelling and daily allowances should be borne by the Councils. We also recommend that Government should bear 75 per cent of the expenditure on the staff of class III and class IV cadres transferred to the Council so long as they remain Government servants. It is estimated that the grants which may have to be paid to the Councils on account of the normal staff not included in any scheme will be of the order of Rs. 32.50 lakhs and Rs. 170.46 lakhs for gazetted and non-gazetted staff, respectively.

Matching Grants

9.12. The revenue sources of the Councils win have to be exploited and stretched to the fullest extent so that they are in a position to participate in the Third and subsequent Plans. As the present incidence of land revenue works out to only 1.5 per cent of the value of farm output in a year, there is substantial scope for increasing it by adopting either or both of the methods suggested in para. 9.6. In order to provide sufficient incentive to the Councils and the

Panchayats to raise the cess on land revenue above a prescribed minimum, we recommend that the Government should give matching grants equal to the increase in receipts from this source.

Estimated Finances of District Councils

9.13. It will be seen that the present expenditure of the local bodies on their existing activities is about Rs. 5 crores. We are proposing to transfer schemes to them whose committed expenditure is about Rs. 25:38 crores. In addition, Government is incurring expenditure of about Rs. 2:60 crores on the normal staff of various departments which will now be transferred to the local bodies. As against a total of Rs. 32:98 crores on account of these items, as a result of our recommendations the estimated income of the Councils, inclusive of grants, will be approximately as follows:—

	Sources of receipts		lakhs
(1)	Income from the present sources of	local	301.00
•	bodies excluding Government grants.		
(2)	Assignment of land revenue		479·19
(3)	Purposive grants (estimated)		2,050.00
(4)	Equalisation grants to District Councils		56.57
(5)	Establishment grants		202.96
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	Total		3,089.72

It will be seen that as against the present average income of about Rs. 25 lakhs of a District Local Board, that of the new Council will be of the order of Rs. 124 lakhs. As against the estimated expenditure of Rs. 32.98 crores which the Councils would have to meet for continuing their activities and for the schemes and staff transferred to them we are providing about Rs. 31 crores in the manner indicated above, leaving a gap of about rupees two crores. We are confident that the local bodies, by effecting economies as suggested by us, should be able to meet this marginal difference. If, however, the gap in case of any particular Council is too large, Government may agree to meet it by an ad hoc grant over a specified period.

Plan Schemes

9.14. As regards the Third Plan schemes, all those which fall in the local sector, should be transferred to the Council with their financial provisions. The central assistance received from Government of India and also the provision made by the State Government by way of grants and loans for these schemes will be passed on to the Councils. All the loans which appear on Government account when they are passed on to the Council will become repayable by them.

Block Grants

- 9.15. As regards the Community Development programme, we have already recommended in para. 6.12 that it is not now necessary to continue it with a separate budget. In fact, by transferring all schemes which are of the same nature as those undertaken in the Community Development programme to the local sector we are, in effect, extending that programme and placing it on a permanent footing. Generally speaking, even in a stage I Block (which has an allotment of Rs. 12 lakhs for a period of 5 years) only about Rs. 1 lakh are available for expenditure annually on activities of local development nature, excepting expenditure on establishment and administrative buildings and loans for agricultural development. We have recommended in para. 6.13 that the provisions of loans for agriculture and irrigation in the Community Development budget should be pooled with outlays for the same purpose in the Plan and the pooled funds utilised in the Blocks in such a manner that expenditure on such schemes in a Block is not less than the provisions in the schematic budget. We have also proposed in para, 9.11 that Government should bear 75 per cent of the expenditure on class III and class IV staff and the entire expenditure on salaries of gazetted staff.
- 9.16. It has been urged that with the establishment of a strong body at the district level, the benefits of Plan expenditure may not accrue equitably in all the areas of the district. The Community Development programme with its schematic budget has succeeded to some extent in spreading its benefits as between the Blocks. We therefore recommend that Block

Committees be given a grant of Rs. 1 lakh each per year for local development schemes which they may select according to local needs. It is not necessary to maintain the schematic pattern for the distribution of these grants and the procedure of sanctioning grants should be brought more or less on the pattern of local development works. This suggestion is made in order to simplify the accounting procedures so that the officers working in the districts and the Blocks are not required to maintain two sets of accounts, one for their normal budget and the other for the Community Development budget. If our suggestion is accepted, it will also mean that the present distinction between various kinds of Blocks will disappear although it may remain at the State level for accounting purposes with the Government of India. It will, however, be difficult for Government to sanction a grant of Rs. 1 lakh for each Block without pooling the provisions made for all schemes under the Local Development Works programme, under the Community Development programme, and also the Plan provisions for similar schemes. We therefore recommend that after making a provision of Rs. 1 lakh per Block for Local Development programme, there should be no provision for any scheme included in this programme either in the State budget or that of the Council. This Block grant will be entirely at the disposal of the Block Committee.

Loans and Banking Arrangements

9.17. The income of the Councils even when supplemented by grants from Government will not be adequate meet the growing demands made on them the subsequent Plans, and it will be necessary, fore, for schemes involving them to float loans for capital expenditure. They will find it difficult to get adequate response to their loans if they go to the money market individually without a guarantee from the State Government. This difficulty can be resolved by setting up a Local Finance Corporation for floating loans on behalf of the Councils on the securities of their revenues and with the guarantee to be given by Government. The question whether such loans can be recognised as securities under the Public Debts Act may also be examined. If that is possible, it will ensure a good response to the loans floated by the Corporation. Alternatively, Government should ascertain the capital requirements of the Councils for financing their development schemes and include them in its own loan programme.

9.18. As Government has arrangements with the Reserve Bank of India for temporary 'ways and means' advances, the local bodies will also need such facilities, in order to enable them to tide over temporary deficits in revenue to meet current expenditure. For this purpose, the local bodies may be required to maintain certain prescribed balances with an approved bank such as a branch of the State Bank of India or the Central Co-operative Bank in the district and they may be allowed to draw advances in case of a short-fall in the balances. If this facility of 'ways and means' advances is made available to the Councils, Government will be in a position to regulate the payment of grants periodically. If, however, for any reasons such facility is not likely to be given either by the State Bank of India or by the Central Co-operative Bank in the district. Government may have to give 'ways and means' advances to these bodies whenever necessary.

Note.—The figures in this Chapter are rough estimates based on the information made available to us and are intended to indicate the order of financial implications of our proposals.

CHAPTER 10

SAFEGUARDS

- 10.1. In the course of our enquiry and deliberations there was as much consensus on the necessity of decentralisation as on the need for taking adequate precautions to ensure successful and efficient functioning of the local bodies. There were also a few persons who held the view that the institution of a large number of safeguards and controls over the local bodies would tend to fetter their freedom and undermine their initiative and sense of responsibility. There was, however, general awareness and realisation as regards the necessity of adequate safeguards on the part of many persons with whom we had an occasion to discuss this matter. This, we consider, is a healthy sign for the successful operation of any scheme of decentralisation. We are very clear that the Government should take a positive step in sharing its authority with the local self-governing institutions and should have no mental reservations in transferring increasingly more executive and administrative functions to these bodies at various levels. At the same time, such a transfer of powers cannot and should not tantamount to any abdication by the State Government of its constitutional responsibility not only for maintenance of law and order and execution of its regulatory functions but also for the overall economic development and welfare of the people. It will, therefore, be necessary for the State to retain certain powers of control over the local bodies and also provide sufficient safeguards and other remedies so that occasions for the exercise of such powers of control are reduced to the minimum. Our basic approach to this question of safeguards is that decentralisation is good and must be done, but Government must let it fail.
- 10.2. We consider that the Government much freedom and possible as scope as the local bodies in their work, subject to its overall responsibility for general welfare and development. Even at present the State Government, the Commissioner the Collector have fairly extensive powers of supervision and control which we have listed in Appendix XVI. We shall now proceed to examine these powers with a view to

finding out whether they should be retained or suitably modified.

Powers of State Government

- 10.3. At present the State Government has the power to remove a member for misconduct in the discharge of his duties and in the case of Janapada Sabha, a Chairman or Deputy Chairman for certain reasons. It also exercises certain control over the local bodies; for example, its approval is necessary for investing local funds in securities and it has the power to suspend the levy of objectionable taxes, tolls, rates or fees by the local bodies. It is also empowered to direct the performance of certain duties by the local bodies within a stated period and to direct, in cases of emergency, execution of any work by the local body required for the service or the safety of the public. In the case of District Boards, the State Government has power to check extravagance in the appointment of staff and advise the Board to reduce the number of employees or their remuneration. Finally, the State Government has the power to dissolve, reconstitute or supersede the local bodies for incompetence, persistent default in their duties or abuse of power. We consider that the State should retain all these powers with itself except the power to check extravagance in the appointment of staff, which could be entrusted to the Commissioner as suggested by us later.
- 10.4. Apart from the traditional powers of control, we feel that it is necessary that the State should have the power of directing the District Council or a Village Panchayat to undertake or to refrain from undertaking a particular scheme of development. The urge for democratic decentralisation has really emanated from a desire for more rapid development than what has been possible through the agency of the existing local bodies and the Government departments. But, on the other hand, the Nation is committed to a planned development which could be only done on a national basis. The State's Plan has got to be an integral part of the National plan, although the detailed schemes can be formulated to suit local conditions. The proposal, therefore, to transfer local activities and schemes to the local bodies is tantamount to a proposal to entrust

responsibility for the implementation of certain schemes which form an integral part of the State's Plan. The local bodies will have, therefore, to undertake the implementation of schemes which have already been approved as part of the National and State Plans, and will have therefore to work within a broad framework indicated by the State and the Centre. To take two illustrations, if the National Plan is to cover the whole country with a network of primary health centres, the local bodies should not be free, at the cost of such centres, to undertake any other form of medical relief. Similarly, if the Centre or the State has adopted an active programme of family planning, no local body should refuse to undertake it for any reasons. The State Government should, therefore, take powers issue a policy directive to the District Council to undertake or refrain from undertaking a particular kind of ment which does not fit in with the National or the State Plan.

Powers of Commissioner

10.5. The Commissioner has the power to require the District Local Board to reduce the number of their officers or servants or their remuneration, if he considers them excessive. He can also enter and inspect immoveable property of any institution under the Board's control and management or any work in progress. He has also the power to call any extract of the proceedings of the Board or its Committee or any document or record of the Board. Under the Bombay Local Fund Audit Act, 1930, he has the power, on the recommendation of the Examiner of the Local Fund Accounts or of the head of the department, to make enquiry and disallow any item, which he considers illegal, and surcharge it on the person or persons making or approving such illegal expenditure. He can also take action against any person responsible for loss or wastage caused by his negligence or misconduct and recover the amount from him. We suggest that the Commissioner should continue to exercise these powers in respect of the Councils and their staff. He should also be empowered to inspect the offices under the control of the Council and require compliance of his inspection notes. He should also have the power to

attend meetings of the Council and its committees and to call and address them whenever he considers it necessary.

Powers of Collector

10.6. The Collector exercises considerable administrative powers in respect of local bodies at the district level, the Janapada Sabhas and the Panchayals. In the matter of conduct of elections his functions generally consist of maintaining lists of voters, fixing the dates for and organising elections, calling a meeting for the election of new President and Vice-President after the general elections, deciding whether a vacancy has arisen or not, etc. He also exercises certain other powers like sanctioning expenditure for ceremonial occasions, appeals from aggrieved persons from orders rejecting market licences, distribution of funds placed at the disposal of the local bodies by Government for specific purposes, etc. We recommend that generally all administrative powers relating to Village Panchayats may be given to the Council or any of its authorities. Government may, however, examine the administrative and regulatory powers exercised by the Collector with regard to district bodies and determine which of them need to be retained and the authority to which they should be entrusted. In general, we would suggest that most of the powers of the Collector may remain with him except that any matters concerning election disputes or vacancies should be decided by the Commissioner. With the establishment of the Council of the type proposed by us, it will obviously be not necessary to retain any financial powers with the Collector.

10.7. The Collector has been entrusted with certain powers of supervision and control, which are shown in Appendix XVI, over the District Boards and Janapada Sabhas. For this purpose, he can enter for inspection on any immoveable property of the local body or any work in progress and can call for information and suspend the execution of any order or resolution of a local body or doing of anything which is causing or likely to cause injury or annoyance to the public or lead to a breach of the peace. He has also the power to suspend the licence granted or the execution of a resolution or order passed by a Janapada Sabha if it is likely to cause

a loss, serious misapplication of money or damage to any property vested in the Sabha. He also exercises certain powers in cases of emergency. He can thus direct a local body to execute or carry out any work which is necessary for the safety of the public or suspend an order or resolution which is likely to be prejudicial to the public health, safety or convenience. His controlling functions in respect of Panchayats include suspension of office bearers, issuing directions to undertake measures for the welfare of backward classes and removal of untouchability, surcharging members for illegal expenditure, suspending an order or resolution of a Panchayat and directing execution of work or doing of anything by the Panchayat in cases of emergency and the like. In view of these controlling powers, the Collector, usually inspects the offices of the local bodies through his staff.

10.8. We have already stressed the important role of the Collector as the "eyes and ears" of the Government in the District Councils in para. in accordingly recommend that he should continue to exercise his present powers of control only so far as they relate to emergencies. Such of his other controlling powers which may need to be continued may be vested in the Commissioner or any other authority suitably. Even in cases of emergency, we feel that he should be required to submit a report to the Commissioner and endorse a copy of it to the Government. The Commissioner should have the power to issue final orders in respect of such cases reported to him by the Collector. In view of our proposal to appoint an I.A.S. officer of the same rank and status as the Collector, as the Chief Administrator of the District Council, it will be neither desirable nor necessary for the Collector to undertake any inspection of the Council or any of its offices. We feel that such inspection can more properly be undertaken by the Commissioner. However, the Government or the Commissioner may require the Collector in certain circumstances to send a report on the general working of the District Council, and for this purpose, he may be authorised to get the necessary information from the Chief Administrator. As regards his controlling powers in regard to the Panchayats, most of these functions will be

transferred to the Council, the Chief Administrator or the Block Committee. The Collector, however, exercises certain functions which are vested in him in his capacity as a revenue officer. Such functions include sanctioning extinction of public rights, permitting the Panchayat to remove obstruction or encroachment of sites vested in Government, deciding claims of or against the Panchayats, recovery in respect of unsatisfied decrees of Nyaya Panchayats and collection of fines or compensation ordered by a Nyaya Panchayat and overdues of a Panchayat by coercive measures. The powers vested in the Collector as a revenue authority should confinue to remain with him.

10.9. In order to enable the State Government and its officers to exercise their powers of control, it would be necessary to strengthen the audit organisation under the Examiner of Local Fund Accounts. The audit of the Village Panchayats should also be brought within the purview of this organisation. In our opinion, the power of surcharge should, however, be exercised only in cases where loss is caused by gross negligence or misconduct and not as a matter of routine. We also feel that the surcharge should be levied only if the payment is illegal or irregular, but the propriety of the payment or expenditure authorised by the body should not be normally questioned.

10.10. Although we have recommended that certain powers of control and direction should be vested in Government and exercised in exceptional or emergent circumstances. we feel that there should be as few occasions as possible for their use. We consider that the administrative arrangements should be such that the Government has not to resort to these extreme powers of control and direction very often. Although safeguards would include such powers of control and direction. we have used this term to describe all those arrangements which have to be made whereby proper guidance, expert advice and methods for resolving disagreements and ensuring co-ordinated approach are possible. Such safeguards, in our opinion, will be necessary to ensure administrative efficiency, uniform and high standards of services, equitable distribution of developmental expenditure over all the areas and the most economical use of resources.

10.11. The proposals that we have already made in Chapter 8 regarding caderisation of the posts of class I and class II officers and their recruitment through the Public Service Commission, recruitment of class III and class IV personnel through Selection Committees and the provision for training, discipline, conduct, etc. will secure the services of qualified and trained staff. Since class I and class II officers will be borne on the State cadres and will be transferrable from one district to another, they will be less amenable to unreasonable local influences and pressures and will be in a position to maintain their technical independence. It is obvious that the efficiency of the administrative machinery will depend as much on the degree of their ability and technical skill as on their contentment. At present, by and large, the administrative staff employed by the local bodies has not much scope in showing initiative and resourcefulness, as they suffer from a sense of stagnation and insecurity in respect of their future service prospects. Our proposals, therefore, to keep open to them promotional channels in the State services will ensure certain prospects of advancement in their career and keep them contented. We have already drawn attention to the fact that ultimately the efficiency of local administration will determined by the extent to which it makes a creative use of its officers. In the early years, it will be necessary to establish a convention by which the views of district technical heads of departments will receive proper consideration by the District Council or its Committees. We suggest that the local bodies should adopt the convention that the views of their officers should be expressed in writing and should form a part of their proceedings. We feel that this step will not only ensure proper consideration of technical advice by the local bodies but also make their officers tender proper advice with a sense of responsibility.

10.12. As has been already stated, the Councils with their Block Committees will be important organs for implementation of various schemes included in the State Plan. The activities of these bodies in respect of various fields will, therefore, form part of the over-all effort aimed at the fulfilment of the Plan targets. In order that the activities of the local

bodies do not fall short of requirements and are in conformity with the general State policy it will be necessary to provide proper supervision over and assistance and guidance to them. We therefore suggest that the technical advice of the officers of the Government at the State and divisional levels be made available to the Councils whenever it is required by them. We also think that these officers should consider it as part of their duties to inspect the work of the local bodies and guide them. In this manner, any deficiency in the working of a scheme by the Council or its Block Committees will be brought to their notice for rectification or suitable action. We have also recommended in para. 8.6 that while district heads of technical departments working under the District Council will be the final authorities to give technical sanction to schemes falling within the purview of the Council, the latter should also be free to consult high level technical officers of Government or consult other experts whenever they think it nec ssary to do so. In order to keep itself informed regarding the progress of development schemes undertaken through local bodies, Government should call for progress reports from time to time.

10.13. Some of the recommendations which we have made in Chapter 9 will automatically ensure uniform and fairly high standards of services to be rendered by the District Council. We have already provided that equalisation grants should be paid both to the District Councils and to the Village Panchayats for the purpose of minimising disparities of resources available to them. In order that the developmental expenditure should be spread over all the areas of a district, we have made provision of Block grant to the Block Committee on the basis of Rs. 1 lakh Block defined by the Community Development as programme. When transfering the provisions made on local schemes and activities included in the Plan the State Government will no doubt lay down certain basic objectives for undertaking such schemes. For instance, in the case of primary health centres the State Government will lay down an objective of having at least one primary health centre in each This by itself will ensure that those districts which do not have primary health centres according to this scale will naturally get a higher share in the Plan provision for primary health centres. We have also provided Purposive grants in respect of which the Government can lay down general conditions regarding the pattern of the scheme, minimum standards of performance, the quantum of public contribution, location of schemes, etc. In such cases the grants-in-aid will be paid only on the certification by the concerned State Government officers that all the conditions of grant have been fulfilled.

10.14. We have already proposed in para. 9.8 that the present system of grants-in-aid should be replaced by a well thought-out and simplified system and have also suggested the principles on the basis of which this should be done. order that the District Councils and the Village Panchayats should know very clearly the basis adopted by the Government for distribution of such grants-in-aid, we suggest that Government should formulate a grant-in-aid code. Government should also frame rules and simplified procedures for execution of constructional works on the lines of the Public Works Department code. We understand that Government has already appointed an officer to revise and re-edit the present Public Works Department code. It should be possible to entrust the work of preparing a Local Public Works code to the same officer. This should be less elaborate and complicated than the Public Works Department code, so that the elected office-bearers of Councils are in a position to exercise proper supervision over such works. The Council will also have to make purchases of materials and equipments for various schemes entrusted to them. It will, therefore, be necessary for Government to prescribe proper procedures for the purchase of such materials by the local bodies. Again, the procedures for such purchases by the District Council will have to be more simple than those adopted at present by the Central Stores Purchase Organisation of the Government. The formulation of a grant-in-aid code, a departmental code for local public works and laying down of a proper procedure purchase of stores are the three steps which we recommend to ensure that the local bodies make the most economical use of their funds.

10.15. In the ultimate analysis, however, the scheme of decentralisation will be a success only to the extent to which

the Councils display a proper sense of responsibility in the exercise of their functions and establish healthy democratic conventions in the method of their working. In the initial stages at least, they may have to grapple with several issues, problems, etc., and will need proper guidance, assistance and also encouragement. It is, therefore, necessary to provide a machinery by which such advice and guidance can be made available to them in a friendly and informal manner and to decide the various issues and matters which come up to Government with as little delay as possible. We, therefore, propose that a non-statutory Advisory Board should be constituted at the divisional level consisting of the Commissioner as the Chairman and the Presidents of the District Councils in the division as members. This Board should deal with the question of co-ordination and bring to the notice of Government any general problems of the Councils. This Advisory Board will provide a forum to the Presidents of the District Councils to bring their difficulties and problems to the Commissioner as their friend, philosopher and guide. But more significantly, these meetings will provide to the Commissioner an opportunity to keep himself acquainted with the state of affairs of the Councils. With his varied experience in administrative and developments fields the Commissioner should be in a position to use his good offices to smoothen the relations between the Government and its officers on the one hand and the local bodies and their officers on the other and to promote the growth of healthy democratic attitudes and conventions.

10.16. We also think that there should be a Cabinet Sub-Committee for taking final and prompt decisions in all matters of policies and important issues concerning the scheme of democratic decentralisation. Since a large number of schemes and activities belong to various departments, the more important being revenue, public health, education, rural development and co-operation, it will be necessary that their problems and proposals get immediate attention in the Sachivalaya. Nothing will hamper more the successful working of the scheme of decentralisation than delays at the Government level. A Sub-Committee of the Cabinet will, therefore, be able to decide such issues promptly.

144 REPORT : DEMOCRATIC DECENTRALISATION

10.17. After all, the best safeguard against unsatisfactory working of a local body is a strong and well-informed public opinion. To keep the electorate in the local area interested in and informed of the activities of the local bodies from time to time is a matter of political education. We, however, feel that if the Councils were to bring out annual administration reports detailing their activities in a form understandable by a layman, the public may, in course of time, evince sufficient interest in the administrations of such bodies. We therefore suggest that Government should lay down the manner in which the local bodies should prepare and publish such annual administration reports.



CHAPTER II

CONCLUSION

- 11.1. We may now conveniently recapitulate our thoughts on the basic approach to and our expectations from democratic decentralisation. In our opinion, decentralisation has to be real and substantial to be effective. It is a hard fact that all through the history of local self-government in this country the local self-governing institutions never grew up to manhood nor displayed the required energy and resilience to grapple with all the problems of the rural community in a comprehensive manner. It moved but jauntily and sometimes in spurts and the people nearly lost their faith and confidence in it. Of these. in our discussions we heard some echoes which would make even the ardent supporters of local self-government sit back and ponder. It was then necessary to scan the disheartening pages of the history of our local bodies to find that the sources of disappointment did not lie in the mass of the people or their leadership, but could be unmistakably attributed to the halting and haphazard manner in which these problems had been tackled.
- 11.2. The years that have passed since India's Independence have been an eventful period and even a sceptic cannot deny that the most significant achievement of this period is the emergence of a democratic spirit. There have been two elections in which every adult citizen cast his or her vote at the polls and the representatives of the people of this vast subcontinent applied themselves, as one body, to the enormous task of socio-economic welfare of the people and all this has taken place in spite of the doubts of well-meaning and honest men and women who held that the people of this country with their general illiteracy, casteism and poverty were incapable of governing themselves democratically. The Indian Constitution and the democratic bodies it set up have so far stood the test of turmoils and adversities. The political awakening in this country in the post-Independence era is a very significant factor in the present-day world.
- 11.3. This is, however, only a part of the picture and we have yet a long way to go on the road to a successful and stable democracy in our country. A high degree of illiteracy

and poverty still exists and castes, the main cause of disunity, have just started to lose their rigidity and hold. The people in general have yet to realise the importance of the role they have to play in building up the nation and its material perity reasonably comparable to that in other progressive nations of the world. Such awareness of political responsibility in the masses is yet largely not there. The problems of basic amenities and better standards of living have not been tackled so far even in respect of elementary requirements of the people. We are, therefore, forced into a conviction that in the context of rising aspirations of the people and need for an expanding economy, all efforts to solve these basic problems by the State would not touch even their fringe unless we create appropriate institutions responsible to the people, enjoying their confidence and capable of enlisting their real, whole-hearted and determined support.

11.4. We think that the popular local bodies at the village, block and district levels have a vital role to play. They should be responsible to the people and responsive to their needs and aspirations, possess sufficient authority to enlarge their resources and thereby widen the scope of their work. Adequate powers should be vested in them and their functionaries to deal with their basic and day-to-day problems in a spirit of full responsibility. They should also be able to share, in a good measure, the burden of the State so that the State will be left free to devote its energy to solve bigger and intricate problems which, as we have seen in our study, could not receive the attention they deserved due to a forced pre-occupation with lesser, though not unimportant, matters of local nature. We have, therefore, conceived of an arrangement in which we might advantageously separate the State's functions into a local sector and a State sector.

We also venture to suggest that this would be the proper time for consideration of various measures which would simplify procedures and systems followed by Government departments at different levels. The Government organisation, which should then be more compact, dealing with broad policy matters and larger schemes, should be able to function far more efficiently than hitherto. In the process, all concerned would have to display considerable political sagacity and firmness to discourage any tendency to deal or interfere with local sector matters at the State level or through the State departments. So also, the present complicated budgeting procedure, entailing volumes of documents which bewilder a layman, cumbersome accounts and other administrative procedures could be rationalised in order to meet the reduced but vital responsibilities left with the State.

11.5. Two of the well-known causes of failure ascribed to the working of the self-governing institutions in our country have been the general lack of financial resources and the absence of a strong and qualified executive machinery. In our proposals on financial arrangements, we have tried to make the local bodies fairly independent of Government grants and given them sources of revenue, which we expect they will augment for further developmental effort. As regards functions, our attempt has been to give to the future local bodies full scope and freedom in handling the matters left to their care and remove all possible handicaps by going far beyond the normally accepted scope of the local sector. In the administrative arrangements proposed by us, we have been guided by a feeling that trained and experienced staff, which as things stand, only the State Government is able to possess, should be placed at the disposal of the local bodies. We have also tried to evolve a pattern of administration which would eliminate the present defects of overlapping, duplication and diffused responsibility.

Above all, we have constantly kept before us the prime need of ensuring the creation of as thoroughly a democratic structure as possible. We have recommended a pattern of fully representative and well connected bodies which will be able to command the confidence of the people they serve and a system of numerous office-bearers, working full-time in the service of the people, to whom independent authority and opportunity are provided to act with vigour and determination.

11.6. We wish to emphasise that we were not influenced by any idea of distrust when we suggested vesting of powers of control over local bodies in Government and certain built-in safeguards for ensuring a smooth conduct of the affairs of local bodies. The constitutional responsibility of the State Govern-

ment for the proper discharge of functions transferred to local bodies necessitates certain Government control. The various safeguards proposed appeared to us to be desirable as the objective is to create conditions for functioning of these bodies, in which they will be able to render efficient service to the people in a responsible and equitable manner. We are deliberately proposing to bring a highly placed Government Officer, namely, the Divisional Commissioner, into the picture intimately and when we say that he should act as a 'friend, philosopher and guide' to the District Councils we mean it in its complete sense. The Divisional Boards consisting of the Commissioner and the Presidents of the Councils will have a highly important role to play in laying a strong foundation on which the future local bodies will establish themselves firmly against all trials and tribulations.

11.7. We have not considered the matter of vitalising the base of local administration, namely, the Village Panchayat, as this was not included within our terms of reference. The Panchayats have come to stay and will cover the whole State in a short time. This subject was, however, fully considered by the Bombay Government before the enactment of Bombay Village Panchayats Act, 1958, which is considered as a comprehensive legislation on Panchayats. We, therefore, concerned ourselves only with the higher bodies set up to exercise supervision and control over Village Panchayats and have recommended entrustment of their functions to the District Councils or the Block Committees. We would, however, strongly recommend that an enquiry into the working of the Village Panchayats may be undertaken in due course by a committee with a view to enabling action by Government to make them more active in their field. We do expect that the District Council and its Block Committees will make the best use of the Village Panchayats as primary agencies for implementation of their programmes to the fullest extent possible and utilise them as sole agents for certain village works to be undertaken by the higher local bodies. Even at present works and activities like village water supply, school buildings, libraries, adult literacy classes, village roads, keeping of premium bulls, reclamation works, village drainage, etc., under the Community Development programme are entrusted to the Village Panchayats. We suggest that Government may prepare a list of such items which can and should be solely entrusted to the Panchayats and frame rules in this behalf. We would also recommend that the village primary schools should be supervised by the Village Panchayats.

- 11.8. As it is not one of the terms of our reference, we could not also consider the functions of various types of municipalities in this State. There are certain municipal subjects and activities which are closely related to those of the Councils or Block Committees. The municipal bodies provide hospitals and undertake measures in respect of education, public health, veterinary and other spheres which are also useful or can be utilised for the benefit of the rural population surrounding the municipal areas. The municipalities also organise markets to which the produce from the rural areas is taken for sale. It may be worthwhile for Government to consider how some of these activities could be co-ordinated with those of the Councils or the Block Committees so as to provide integrated and adequate service to the rural people.
- 11.9. Our recommendations contemplate a very substantial devolution of functions on the District Councils and the Block Committees and making available to them adequate funds, at the same time leaving sufficient elasticity and freedom of action. This would necessitate some re-orientation in the form of presentation and the manner of implementation of the Third Plan. We would have, therefore, preferred to see that the commencement of the proposed local administration coincide with the Third Plan. This, however, does not seem to be possible and hence we would suggest that efforts be made to see that our proposals, with such modifications as Government decides, are implemented as early as possible after the commencement of the Third Plan, preferably from the beginning of a financial year. If it is not found possible to hold elections before the 1st April 1962, and set up the District Councils, it will be desirable to appoint a Chief Administrator from that date in each district as he will have to do considerable work in setting up the Council's departmental organisation. His first task will be to constitute the various

departments, frame a variety of regulations, procedures and standing orders, and in consultation with the Chief Accounts Officer take stock of the available financial resources of the Council to find out the extent of committed expenditure and what is likely to be available for new schemes. This will raise many intricate problems of administrative and financial nature. As a precedent, we may refer to the appointment of Municipal Commissioner for Poona City some months before a Corporation was elected. In the intervening period the existing local bodies will have to be abolished and the Chief Administrator will have to be vested with all the powers of the Council.

Before his appointment, there will be considerable preliminary work to be done. In the field of administrative organisation, statistics will have to be collected with regard to the staff actually working in each department at the district level and that which is now employed by the local bodies; their conditions of deputation or transfer to the Councils will have to be worked out almost individually and the departmental layout and the office accommodation for the staff proposed for transfer will also require careful thought and planning. Similarly, the finances which are likely to be available to each District Council will have to be worked out department by department and in many cases scheme by scheme. It may, therefore, be advisable to appoint an Additional Collector in each district to work out all these preliminaries at least six months ahead of the appointment of the Chief Administrator.

- 11.10. We consider that our proposals, framed in the context of existing conditions, will need to be reviewed after some experience is gained of the working of the new local bodies. A periodical review in regard to the working of the local bodies is bound to be of considerable help to Government in carrying out modifications needed in the Act, rules, procedures and a variety of other arrangements required for achieving the best possible implementation of the local sector activities. We suggest that the first such review may be undertaken by Government about three years after the establishment of the District Councils.
- 11.11. We have, we feel, touched all important and basic aspects of the problem which we were called upon to

examine. We cannot over-emphasise the need for adopting healthy conventions in the working of local bodies. It is not the letter of the law or rules or orders that ultimately ensures the successful working of human organisations wholly, but it is the spirit in which these are followed from day to day, that will really determine the success achieved in their allotted tasks. We are convinced that conventions and traditions will always play a vital part in the functioning of our local bodies. These have to be built on the acclaimed foundations of sincerity, spirit of service and sense of responsibility. Our most gratifying thought is that, through the scheme of democratic decentralisation, we are providing opportunities not only for political training of the people and their leaders and a strong base for stable democracy in our country but are also making it possible for the people to press the virtues of local Government into their service so as to meet their real needs and aspirations.

> V. P. NAIK, Minister, Revenue (Chairman).

B. G. GHADE,
Minister, Rural Development.

D. S. DESAI, Minister, Education.

M. R. YARDI,
Secretary to Government,
Finance Department.

D. D. SATHE,
Secretary to Government,
Co-operation and Rural
Development Department
and Development Commissioner.

S. P. MOHITE, Commissioner, Poona Division.

P. G. SALVI, Secretary.

Bombay: 15th March, 1961.



APPENDIX I

(SEE PARA. 1.4)

QUESTIONNAIRE

- Do you consider that the functions, powers and responsibilities of the State should be transferred to local bodies in a greater measure than at present? (Give reasons for your opinion.)
- 2. If yes, to what extent these should be so decentralised by such transfer?
- 3. Whether in your opinion statutory bodies should be set up at the District level and at the Taluka or Block level as proposed by the Balwantrai Mehta Committee?
- 4. If so, which of the existing bodies, viz., District Local Boards, Janapada Sabhas, District School Boards, District Village Panchayat Mandals, District Development Boards, District School Building Committees, District Co-operative Boards, District Supervision Committees, Taluka Supervising Unions and Block Development Committees, should be re-organised or abolished and in what manner?
- 5. What resources should be made available to these bodies for a proper discharge of the functions transferred to them?
- 6. Do you consider that the future local bodies should be elected or partly elected and partly nominated? Should the election be direct or indirect?
- 7. Do you consider that the staff employed for their purposes should be entirely under the administrative control of these bodies or whether you would suggest certain common cadres, e.g., Chief Officers, Engineers, etc., which should be controlled by Government? (If you have any other specific views on this subject, please state them with reasons.)
- 8. Please offer your views on any other point (s) connected with the object of decentralisation.

APPENDIX II

(SEE PARA. 1.4)

A brief analysis of views expressed on some important points posed in questionnaire.

Serial No.	Point of view	No. of persons holding the view
(1)	(2)	(3)
	Views relating to Question No. 1.	
1	The State's functions should be transferred in a greater measure.	119
2	The functions should be transferred by way of an experiment in selected areas first.	6
3	The number of functions transferred at present should not be increased. Such increase should be considered only when the local bodies are capable of discharging their duties satisfactorily.	10
4	None of State's functions should be further transferred. In fact, in order to achieve results the functions of the local bodies should be restricted and all work entrusted to strong and efficient hands responsible to Government.	6
1	Views relating to Question No. 2. The functions should be devolved on a body which should have entire charge of all development work consisting of	39
2	agriculture, animal husbandry, co-operation, minor irrigation works, village industries, primary education, local communications, sanitation, health and medical relief, local amenities and similar subjects, Government reserving to itself the functions of guidance, supervision and higher planning and, where necessary, providing extra finance. In addition to development functions within its jurisdiction, the Village Panchayat should be enabled to look after all village affairs without restrictions in the performance of these functions, supervision, advice and co-ordination being with the District Local Boards, whose functions should concern district roads, hospitals, high schools, veterinary services, etc.	
3	All activities which are local in nature and concern the development of villages should be transferred.	18

Appendix II—contd.

Serial No. (1)	Point of view (2)			No. of persons holding the view (3)
	Views relating to Question N	o 3		
ì	Statutory bodies within the district (exc Panchayats) should be set up—		Village	
	(i) at the District and Taluka/Block levels			84
	(ii) at the District and Block levels	••	• •	10
	(iii) at the District level only	••	• •	22
	(iv) at the Taluka and Block levels only.	••	••	13
	Views relating to Question No	o. 4.		
1	The following bodies should be abolished:—			
-	(i) District Local Boards/District Boards			71
	(ii) Janapada Sabhas	••	••	56
	(iii) District School Boards	••		59
	(iv) District Village Panchayat Mandals		• •	58
	(v) District Development Boards			70
	(vi) District Building Committees			66
	(vii) District Co-operative Boards			48
	(viii) District Supervision Committees			54
	(ix) Taluka Block Supervising Unions			51
	(x) Block Development Committees.	••	••	62
	Views relating to Question No	o. 5.		
1	The local bodies should be encouraged to und	lertake r	emune-	17
_	rative enterprises.			
2	There should be a statutory division of reso the State and the local bodies.			14
3	Government should advance loans or grant pe district body to raise loans in open market any scheme or work of public utility.			9
4	When a Village Panchayat imposes any taxes (e on professions, trades, callings and employe or fees, the same should not be imposed by the except rates or fees for services rendered.	ments) o	or rates	9

Serial No.	Point of view (2)	No. of persons holding the view (3)
	Views relating to Question No. 5.—contd.	
5	The district level body should allocate funds to other local bodies considering their needs and local resources. A certain minimum allocation should be fixed for bodies at each level statutorily.	5
6	The following are the more important of the new sources of income of local bodies and measures relating thereto, suggested:—	
	(i) share in land revenue collections	87
	(ii) entire land revenue should be divided equally between the district body and the Village Panchayats.	15
	(iii) the work of collection of land revenue should be entrusted to Village Panchayats to enable them to earn commission.	32
	(iv) a share in forest revenue at not less than 5 per cent of forest revenue realised in the district.	20
	(v) a share in motor vehicles tax collections	52
	(vi) grants should be given by Government	89
	(vii) Government should give some grants unconditionally, some for specific purposes but without further con- ditions and some others for specific purposes but on a matching basis.	27
	(viii) additional duty in the form of surcharge on duty imposed on transfer of property should be levied by Government at the rate of not less than 2 per cent of the value of the property or interest transferred.	51
	(ix) lighting tax in the case of Village Panchayats only	35
	(x) tax in terms of manual labour to be rendered to Village Panchayats by able-bodied males between the prescribed age limits.	9
	(xi) primary education cess	46
	(xii) conservancy rate	28
	(xiii) fee for keeping of cattle in cattle pounds and fines under the Cattle Trespass Act.	34

REPORT: DEMOCRATIC DECENTRALISATION

Appendix II-contd.

Seria No.	Point of view	No. of persons holding the view
(1)	(2)	(3)
	Views relating to Question No. 6.	
	rions retaining to greation from the	
1	The District body should be—	
	(i) wholly elected	35
	(ii) partly elected and partly nominated	66
2	The elections to the District body should be—	
	(i) by the direct method;	43
	(ii) by the indirect method	46
3	The Taluka/Block body should be-	
	(i) wholly elected;	23
	(ii) partly elected and partly nominated	73
4	The elections to the Taluka/Block body should be—	•0
	(i) by the direct method;	29
5	(ii) by the indirect method	56
6	Legislators should be <i>ex-officio</i> members of the District body. Legislators should not be <i>ex-officio</i> members of the local	9
U	bodies.	14
7	Reservations should be provided for scheduled castes and	8
•	scheduled tribes.	O
8	Co-option should be provided for scheduled castes and	13
	scheduled tribes.	10
9	Reservation should be provided for women	6
10	Co-option should be provided for women	7
11	Special representation to co-operative societies should be	9
	provided through elections.	
12	Departmental officers should be nominated on the local bodies.	11
13	Experts or experienced persons should be co-opted on the	13
	local bodies.	
	Views relating to Question No. 7.	
_		
1	The entire staff should be under the administrative control	36
	of the local bodies.	
2	The entire staff of the local bodies should be under the control of Government.	10

Serial No.	Point of view	No. of persons holding the view
(1)	(2)	(3)
	Views relating to Question No. 7—contd.	
3	The local bodies' staff excluding Chief Officers, Engineers, Accounts Officers, Officers, Secretaries etc., should be entirely under the administrative control of the local bodies, and there should be Government-controlled common cadres of Chief Officers, Engineers, Accounts Officers, Secretaries etc.	50
	Views relating to Question No. 8.	
1	Secretaries of Village Panchayats should be servants of the Village Panchayats which should be brought under the control of the District body.	15
2	All the good provisions of the existing Acts governing District Local Boards, District Boards, Janapada Sabhas etc., should be incorporated in the Act which will be made for the new local bodies.	1
3	Positive steps should be taken for the training of members elected to various local bodies.	1
4	There should be regular audit of local bodies	3
5	Central and State planning should be closely integrated with the planning done by the local bodies.	1
6	There should be a Committee to watch the working of the local bodies.	1

APPENDIX III

(SEE PARA. 1.4)

Names of persons with whom discussions were held by the Committee.

- Anvikar, Shri Manikrao, Pleader, Anvi, Taluka Sillod, District Aurangabad.
- 2. Awargaonkar, Shri Ramrao, President, District Board, Bhir.
- Bedekar, Shri G. V., Secretary to the Government of Maharashtra, Agriculture and Forests Department, Bombay.
- 4. Bhat, Shri A. R., M. L. C., Poona.
- 5. Bhat, Shri M. D., Chairman, Maharashtra State Electricity Board, Bombay.
- 6. Bongirwar, Shri L. N., Registrar of Co-operative Societies, Maharashtra State, Poona.
- Darda, Shri Jawaharlal, Vice-Chairman, District Development Board, Yeotmal.
- 8. Deshmukh, Shri Datta A., M.L.A., Ahmednagar.
- Gadgil, Prof. D. R., Director, Gokhale Institute of Politics and Economics, Poona.
- Gedam, Shri S. D., Vice-Chairman, District Development Board Nagpur.
- 11. Gorwala, Shri A. D., Bombay.
- 12. Hafiz, Shri Y. A., President, District Local Board, Kolaba.
- 13. Jadhav, Shri Vyankatrao, M. L. A., Aurangabad.
- 14. Joshi, Shri S. M., M. L. A., Poona.
- 15. Kadam, Shri Nanaji, Arvi, District Wardha.
- 16. Kadam, Shri Shripatrao, President, Central Co-operative Bank, Bhir.
- 17. Karve, Prof. D. G., Vice-Chancellor, Poona University, Poona.
- 18. Kolhe, Shri M. P., Chairman, Central Co-operative Bank, Yeotmal.
- Mehta, Shri V. L., Chairman, All-India Khadi and Village Industries Commission, Bombay.
- 20. More, Shri S. S. Advocate, Supreme Court, Bombay.
- Naik, Shri J. P., Adviser (Primary Education), Ministry of Education, New Delhi.
- 22. Pande, Shri Annasaheb, Hiwara, District Yeotmal.
- 23. Patil, Shri Sakharam Abaji, President, District Board, Bhir.
- 24. Patil, Shri Devrao, M. L. A., Yeotmal.
- 25. Salodkar, Shri S. G., Additional Collector, Aurangabad.
- Samant, Shri W. T., Vice-Chairman, District Village Panchayat Mandal, Thana.
- Saraiya, Shri R. G., Chairman, Bombay State Road Transport Corporation, Bombay.
- 28. Tawde, Shri J. R., M. L. A., President, District Local Board, Ratnagiri.
- 29. Vaishampayan, Shri S. K., Aurangabad.
- 30. Warty, Shri S. G., M. L. A., Bassein, District Thana.
- 31. Zubairy, Shri R. A., Collector, Sholapur.

APPENDIX IV (SEE PARA. 2.1)

A brief history of bodies dealing with suprvision, education and training in the field of co-operation and agricultural produce markets.

(1) Supervising Unions and District Supervision Committees.

Inspection and supervision of co-operative societies were carried out in early days of the co-operative movement by the Registrar of Co-operative Societies assisted by honorary organisers. Later, a Guaranteeing Union was established having as its members, societies situated within a radius of about eight miles. It arranged for the inspection of the member societies and valued their assets on the basis of which loans were advanced by the Central Bank. While the Unions helped the member societies to obtain easy and prompt credit, they neglected the important function of supervision. They were, therefore, either dissolved or converted into Supervising Unions. The jurisdiction of a Supervising Union was normally a taluka and its activities included guidance, control, development and propaganda. Each Union appointed a full time Supervisor to carry out supervision of the member societies.

The Panjabi Committee appointed in 1933 to consider the then existing position of the supervision scheme, recommended several changes in the constitution, working of and control over Supervising Unions. It also recommended the establishment of District Boards of Supervising Unions with powers to guide and control the Supervising Unions. The system of supervision was accordingly re-organised suitably. In 1941, a Provincial Board of Supervision consisting of the Registrar as Chairman and two other members nominated by Government was set up to serve as the central authority for the supervision scheme. Certain changes were also made in the constitution of the District Boards of Supervising Unions which were designated as District Co-operative Boards whose functions included co-operative education, training and propaganda.

In 1946, Government found it necessary to appoint Supervisors of the Cooperative department to work under the Supervising Unions, and since then the responsibility for the administration of the supervision scheme came to be virtually vested in the Co-operative department. An attempt has been made to bring all societies, excepting industrial Co-operatives, within this system of supervision. At present, the position is that the Provincial Board of Supervision consists of the Registrar of Co-operative Societies (Chairman), the Joint Registrar for Industrial Co-operatives and Village Industries, the Chairmen of Apex State Co-operative Unions, Maharashtra State Co-operative Bank, Maharashtra State Co-operative Marketing Society and Apex State Co-operative Industrial Association, a representative each (nominated by Government) of District Central Banks, District Industrial Associations, District Supervision Committees and District Co-operative Sale and Supply Societies and Federations, and the Joint Registrar of Co-operative Societies, the last named being also its Secretary. This Board advises Government of general principles and policies pertaining to supervision over Co-operative

Societies, acts as the central body for supervision over all types of Co-operative societies and approves budgets of Supervising Unions, District Supervision Committees, etc., and recommends distribution of grants to these bodies. At the district level, there is a District Supervision Committee consisting of the Assistant Registrar, the Chairman of the District Financing Agency. the Chairman of the District Co-operative Board, one representative of Supervising Unions in the district and one representative of the agricultural non-credit societies in the district. The District Co-operative Officer is the ex-officio secretary of the Committee. The Committee controls and directs the supervision staff in the district, reviews the work of Supervising Unions and Supervisors and makes recommendations for improvement. At the Taluka level, there are Taluka Supervising Unions which are registered Co-operative Societies. All agricultural credit Co-operative Societies, all non-agricultural credit Co-operative societies except those affiliated to a Union of their own, and all agricultural non-credit Co-operative Societies except those affiliated to a Union of their own, are eligible for the membership of the Union. These Unions have powers to enforce their suggestions on the member societies. They also have certain powers to control the appointments etc., of Secretaries of societies and suspend the managing committee of an affiliated society or its member for a prescribed period.

In the former Hyderabad State, of which Marathwada was a part, supervision was conducted fully through the Co-operative department of Government. The supervision scheme existing in Western Maharashtra districts was extended to Marathwada in the year 1959.

In the Vidarbha area of the former Madhya Pradesh State, the Co-operative Union at Nagpur was responsible for supervision of primary Co-operative Societies affiliated to various Co-operative Banks within its jurisdiction. This Union discharged the responsibility of supervision in addition to looking after Co-operative training, education and propaganda. The other Union at Amravati did not deal with the work of supervision of Co-operative societies which was looked after by the Co-operative Banks in the area of Union. The Unions also helped in getting the accounts of primary societies written and made ready for audit. The supervision scheme existing in the districts of Western Maharashtra was extended to the Vidarbha area after the Re-organisation of States. The Unions at Nagpur and Amravati are now affiliated to the Bombay State Co-operative Union for conducting activities pertaining to co-operative training, education and propaganda.

(2) District Co-operative Boards

The beginning of Co-operative training in Western Maharashtra can be traced to the training classes for Secretaries which the Servants of India Society organised and conducted for a number of years. In 1918, this work was taken over by the State Co-operative Union, then known as the Bombay Provincial Co-operative Institute. Later, the Institute organised training classes for Supervisors, employees of Urban Banks, Inspectors of Central Banks and Bank Managers, and opened three Co-operative Schools. In 1946, a Committee for Co-operative Education and Training was appointed by Government under the Chairmanship

of Shri Janardan Madan. The Madan Committee's recommendations for a systematic and continuous arrangement for training in the districts were accepted by Government and important changes were made by separating the function of supervision from Co-operative training, education and propaganda. Prior to 1946, both these functions were performed by the District Boards of Supervising Unions which were designated as District Co-operative Boards. After 1946, when District Supervision Committees were set up, the work of Co-operative training, education and propaganda was entrusted only to the District Co-operative Boards in the districts.

The work in connection with Co-operative training, education and propaganda is carried out by the State Co-operative Union through and with the help of the Divisional and District Co-operative Boards. This is a federal structure with the State Co-operative Union at the apex, Divisional Co-operative Boards at the divisional level and the District Co-operative Boards at the district level.

The District Board membership is of two classes, namely, (i) ordinary, and (ii) associate. All Co-operatives in the district are admitted as ordinary members of the Board. Individuals are admitted as its associate members. The nominees of the Central Financing Agency in the district, the State Co-operative Union and the Co-operative department are also associate members. The Managing Committee of the Board consists of one representative each of the affiliated Supervising Unions, two representatives of societies not affiliated to Supervising Unions, two representatives of societies whose jurisdiction extends over the whole district, one representative of the Central Financing Agency in the district, one or two representatives of individual members, one representative each of the State Co-operative Union and the Divisional Co-operative Board and one nominee of the Co-operative department. The Managing Committee elects a Chairman from among its members. who also acts as the Chairman of the District Co-operative Board. The Co-operative Training Inspector functions as the Secretary of the Managing Committee and the Board.

The Co-operative Training Schools are administratively controlled by the Divisional Boards. At the district level, two full-time Co-operative Training Inspectors are attached by the State Union to each District Co-operative Board which arranges training classes for Secretaries, members of Managing Committees and ordinary members of societies, as also refresher classes for them.

The responsibility for Co-operative training, education and propaganda in Marathwada was mainly shouldered by the former Hyderabad Government prior to Re-organisation of States in 1956. The Government of Hyderabad ran a peripatetic Co-operative school in Marathwada area, the academic control over the school being with the Hyderabad Co-operative Union. The school offered training facilities for subordinate members of departmental staff like Supervisors and employees of Co-operative institutions. The Hyderabad Co-operative Union was responsible for Co-operative education and training of intermediate personnel and conducted regular sessions to which departmental officers like Auditors were sent. The work of Co-operative propaganda

was done by the Government of Hyderabad through its Co-operative department.

The branch of the Hyderabad Co-operative Union operating in Marathwada was converted into a Divisional Co-operative Board, and District Co-operative Boards were established in Marathwada districts after the Reorganisation of States. The Divisional and District Boards are now affiliated to the Bombay State Co-operative Union and are working on lines similar to those in Western Maharashtra.

In Vidarbha, prior to Re-organisation of States in 1956, there were two Co-operative Unions, one at Nagpur and the other at Amravati, charged with the responsibility of Co-operative training, education and propaganda. They were largely financed by the Government of Madhya Pradesh although some contributions were raised from the Co-operative Central Banks concerned. After the Re-organisation of States, these Unions have been affiliated to the Bombay State-Co-operative Union and the activities pertaining to Co-operative training, education and propaganda are now being looked after by the two Divisional Co-operative Boards at Nagpur and Amravati under the guidance and superintendence of the Bombay State Co-operative Union. District Co-operative Boards have also been established in the districts of Vidarbha.

(3) Agricultural Produce Market Committees

As a result of the report of the Indian Central Cotton Committee in 1919, the Government of Bombay enacted the Bombay Cotton Markets Act. 1927. in order to secure to the cultivator better prices for weighments and freedom from illegal deductions. the Royal Commission on Agriculture in after, India examined the problems of agricultural marketing and recommended that this legislation should be extended with minor adjustments to the whole field of agricultural marketing in the country. Later, the Bombay Provincial Banking Enquiry Committee also examined the conditions of agricultural marketing in the State in detail. In the result, the Bombay Agricultural Markets Act, 1939, was enacted to provide for proper regulation, buying and selling of agricultural produce and the establishment of markets therefor. The main object of the Act was to ensure that the agriculturist who takes his produce to the market gets a fair deal and that the dalal or broker does not gain an unfair advantage over the agriculturist who is the primary producer. The Market Committee constituted under the Act exercises control over the purchase and sale of agricultural produce in specified areas. The Committee is a corporate body and is empowered to levy fees and to form a fund. The Market Committee consists of seven elected representatives of agriculturists, four elected representatives of traders, one seat being reserved for Co-operative marketing societies, one elected representative of local authorities and three Government nominees. The State Government has the power to call for and examine the proceedings of any Market Committee and to pass orders thereon. The Registrar of Co-operative Societies and Director of Agricultural Marketing approves the budgets of the Committees, their bye-laws and terms and conditions of service of their superior officers. The scheme is intended to establish equality in the bargaining power between the agriculturists and merchants

by promoting mutual confidence, preventing malpractices and getting a fair deal to the farmers. For this purpose, the legislation clearly defines the market charges, reduces excessive charges and prohibits unauthorised advantages to the merchants. It regulates market practices, issues licences and requires the use of standard weights and measures. Sales are required to be made by open auction or by open agreement and licensing of functionaries including buyers, brokers and weighmen is also contemplated under the Act. Arrangement for settlement of disputes regarding the quality of weighment, deductions, etc., and arrangement for the display of reliable and up-to-date market information in the market yard are also provided for. The progress achieved during the war years and thereafter during the period of controls on foodgrains and certain other commodities was not impressive. It was only after these controls were lifted that the regulation of markets under the Act could be proceeded with expeditiously.

Though the Act is applicable to the whole of the market area, the regulated market functions only in the market yard and in the sub-yard. The general policy has been to recognise established markets as the market yards with the result that in several cases, the market yard covers a very extensive area in which the merchants have their shops and residential buildings.

In 1955, the Government of Bombay appointed an Expert Committee to review the working of the Bombay Agricultural Produce Markets Act and to suggest amendments to it. The Government of Bombay, prior to the Re-organisation of States in 1956, had decided to accept most of the recommendations of that Committee, which were mainly directed towards making the Market Committees more effective in the enforcement of the provisions of the Act, rules and bye-laws, empowering the Director of Agricultural Marketing to impose bye-laws on Market Committees for effective enforcement of the Act, increasing representation to Co-operatives on the Market Committees so as to have a majority of the representatives of Co-operatives thereon and strengthening the staff in the Marketing Research Section for collection, etc., of market information. After the Re-organisation in 1956, however, the need for unifying the Market Acts in the different areas of the State also arose and the question of giving effect to the recommendations of the Expert Committee has been linked up with it.

In Marathwada, the Hyderabad Agricultural Markets Act, 1930, was enacted in accordance with the recommendations of the Royal Commission on Agriculture in India. The pattern of this legislation was practically the same as that existing in the Bombay State. In 1954, the Government of Hyderabad appointed a Sub-Committee of the Marketing department, which suggested certain changes in the Act and rules.

In Vidarbha, the pattern of development relating to agricultural markets was, to all intents and purposes, the same as that in the former Bombay State. The C. P. and Berar Cotton Markets Act was passed in 1932 and was followed by the C. P. and Berar Agricultural Produce Markets Act, 1935.

APPENDIX V

(SEE PARA, 6.27.)

A list of activities proposed to be included in the local sector

I. Agriculture.

- (1) Agriculture schools.
- (2) Crop competitions.
- (3) Crop protection.
- (4) Crop campaigns.
- (5) Compost and local manures.
- (6) Demonstration of improved agricultural practices.
- (7) Godowns.
- (8) Model demonstration or subsidiary seed farms.
- (9) Importation and distribution of improved seeds.
- (10) Advancement and improvement of agriculture.
- (11) Eradication of noxious plants.
- (12) Acclimatisation of exotics.
- (13) Distribution of fertilisers, agricultural implements and agricultural quotas of iron, steel and cement.

II. Irrigation.

- (1) Small Irrigation tanks and bandharas (including channels) (i.e. Minor irrigation works irrigating 250 acres or less each).
- (2) Prevention of water-logging.

III. Animal Husbandry.

- (1) Veterinary dispensaries.
- (2) Veterinary aid centres.
- (3) Artificial insemination sub-centres.
- (4) Premium bull centres.
- (5) Key village centres.
- (6) Distribution of improved sheep, etc.
- (7) Distribution of improved poultry.
- (8) Silo pits.
- (9) Cattle shows and rallies.
- (10) Formation of Taluka and District live-stock improvement associations and the like.
- (11) Improvement of breed of cattle, horses and other live-stock.

IV. Health and Rural Sanitation.

- (1) Rural water-supply.
- (2) Protected water-supply for fairs in rural areas.
- (3) Vaccination.

IV. Health and Rural Sanitation-contd.

- (4) School health services.
- (5) Anti-yaws measures.
- (6) Mobile hygiene units.
- (7) Taluka dispensaries (including Ayurvedic and Unani dispensaries).
- (8) Hospitals (other than Civil and Cottage Hospitals).
- (9) Subsidised medical practitioners.
- (10) Rural medical relief centres.
- (11) Primary health centres.
- (12) Domiciliary T. B. Campaign.
- (13) Rural drainage.
- (14) Rural sanitation.
- (15) Maternity and child welfare centres.
- (16) Village medicine boxes.
- (17) Family planning programmes.
- (18) Facilities for health education.
- (19) Rural housing.
- (20) Works for preservation of water for drinking, bathing and cooking from pollution.
- (21) Taking measures in the interest of public health.
- (22) Expenses for anti-rabic treatment.
- (23) Reclamation of unhealthy localities (including grant of loans)
- (24) Public medical relief.

V. Education.

- (1) Primary education.
- (2) Basic education.
- (3) Secondary education.
- सत्यमव जयत (4) Loans and scholarships to students in respect of primary and secondary education.
- (5) Construction and maintenance of primary and secondary school buildings.
- (6) Other educational objects.
- (7) Provision of equipment and playgrounds for schools,

VI. Social Education.

- (1) Community recreation centres.
- (2) Adult literacy centres.
- (3) Sports, games, playgrounds, equipment, etc., and welfare organis etions.
- (4) Kisan melas.
- (5) Conducted visits.
- (6) Dissemination of information.
- (7) Short camps.
- (8) Women's or anisations and welfare.

VI. Social Education—contd.

- (9) Child organisations and welfare.
- (10) Mobile cinema vans.
- [11] Libraries and reading rooms.
- (12) Fairs, shows and exhibitions.

VII. Fisheries.

- (1) Fish curing and supply of salt to fishermen.
- (2) Fisheries' schools.
- (3) Service stations.
- (4) Introduction and preservation of fish.

VIII. Forest.

- (1) Village forests and grazing lands.
- (2) Afforestation.
- (3) Customary distribution of forest produce (like Nistar).

IX. Industries.

- (1) Works centres.
- (2) Local industries.
- (3) Local arts.

X. Cottage Industries.

- (1) Training institutions and schools.
- (2) Training-cum-production centres.
- (3) Sales depots and emporia.
- (4) Grants-in-aid and loans to individual craftsmen.
- (5) Stipends to trainces.
- (6) Promotion of cottage and village industries.
- (7) Production centres.
- (8) Organising marketing facilities for cottage and village industries' products.
- (9) Development of cottage and village industries.

XI. Social Welfare.

- (1) Women's and Children's Welfare programmes or projects.
- (2) Grant of scholarships, freeships and examination fees.
- (3) Hostels' maintenance and other aids.
- (4) Financial assistance to agriculturists and artisans.
- (5) Assistance to individuals for the purchase of medicines, etc.
- (6) Balwadis.
- (7) Propaganda and publicity.
- (8) Supply of clothes and spinning wheels to Vimukta Jatis.
- (9) Awarding prizes to villages for outstanding work in the removal of untouchability.

XI. Social Welfare-contd.

- (10) Entertainment programmes.
- (11) Zunka-bhakar programmes.
- (12) Holding of shibirs.
- (13) Celebration of Harijan week.
- (14) Encouragement of inter-caste marriages between caste Hindus and Harijans.
- (15) Programmes for removal of untouchability.
- (16) Local vagrancy relief for the poor,
- (17) Poor houses.
- (18) Discharged Prisoners' Aid Societies.

XII. Buildings and Communications.

- (1) Village roads Construction, maintenance and
- (2) Other District roads ... reparis (including construction
- (3) Major District roads ... of bridges).
- (4) Parks and gardens (excluding national parks and gardens).
- (5) Construction of administrative buildings in connection with local bodies' requirements.
- (6) Means of communication other than roads.
- (7) Public ferries.
- (8) Trees in the vicinity of roads.
- (9) Light railways and tramways.
- (10) Telephone lines.

XIII. Prohibition.

- (1) Propaganda and mass appeals.
- (2) Organisation of games and sanskar kendras.
- (3) Neera centres.

XIV. Co-operation.

- (1) Extension and promotion of Co-operatives (including industrial Co-operatives).
- (2) Sarvodaya Development.
- (3) Agricultural Produce Markets.
- (4) Investment of Share Capital and distribution of grants-in-aid to specified co-operatives.
- (5) Supervision.
- (6) Co-operative training, education and propaganda.

XV. Miscellaneous.

- (1) Markets.
- (2) Dharmashalas, rest-houses, travellers' bungalows, sarais, etc.
- (3) Chawdis.

XV. Miscellaneous—contd.

- (4) Other public institutions.
- (5) Village uplift.
- (6) Relief and relief works in times of famine, scarcity, floods and other calamities.
- (7) Local unemployment other than industrial unemployment.
- (8) Local works or measures likely to promote health, safety, comfort or convenience of the public.
- (9) Improvement and extension of village sites (including grants and loans for the purpose).
- (10) Laying new village sites (including grants and loans for the purpose).
- (11) Building model villages (including grants and loans for the purpose).
- (12) Well-being of employees.
- (13) Provision of houses for employees.
- (14) Planting and preservation of trees on public grounds and gardens.
- (15) Rewards for destruction of wild animals.
- (16) Public receptions, ceremonies and entertainments.
- (17) Arrangements for local pilgrimages.
- (18) Burial and cremation grounds (including disposal of the dead).
- (19) Economic welfare of villages.

Note.—As regards item (6) under XV Miscellaneous, relief measures of the type specified therein are also expected to be taken by Government.

APPENDIX VI

(SEE PARA. 6.27.)

A list showing the Second Plan and non-Plan schemes proposed to be transferred to local bodies and the appropriate level of the body best suited for their implementation.

Serial No.	Scheme	Remarks
(1)	(2)	(3)

I.—DISTRICT LEVEL

Agriculture.

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- 1 Government Agricultural Schools and Aided Agricultural Schools.
- 2 Crop protection.
- 3 Crop competition.
- 4 Scheme for composting rural refuse into manures.
- 5 Construction of small irrigation tanks and So far as tanks irrigatrepairs to derelict tanks.

ing each 250 acres or less are concerned.

6 Construction of irrigation wells.

Animal Husbandry.

- 1 Opening, continuance and construction of Veterinary dispensaries.
- 2 Continuance of Veterinary aid centres.
- 3 Continuance of Artificial insemination subcentres.
- 4 District premium bull scheme and scheme for opening of premium bull centres.
- 5 Fodder development plots.
- 6 Key Village scheme.
- 7 Formation of taluka and district live-stock improvement Associations and the like.

	Appendix VI—contd.	
Ser ia	~ .	Remarks
(1)	(2)	(3)
	Ayurved,	
1 2 3	 Indian medicine dispensaries. Grants-in-aid to Ayurvedic and Unani dispensaries in Marathwada. Dispensaries in Marathwada—appointment of Dais at 54 Ayurvedic and Unani dispensaries. 	
	Buildings and Communications.	·
1 2	Major District Roads (with W. B. M. surface). Small bridges	Bridges on National and State Highways
3	Parks and Gardens	are excluded. Only rural Parks and Gardens, i.e., excluding National Parks and Gardens. So far as activities in the local sector are concerned.
	Co-operation.	
1	Development of Agricultural Marketing (Regulated markets).	Schemes concerning Co-operative Societies will be transferred only so far as Co-operative Societies having not more than Rs. 5 lakhs working capital each and having jurisdiction less than a district are concerned.

Serial No.	Scheme .	Remarks
(1)	. (2)	(3)

Co-operation-contd.

- 2 Development of Co-operative Marketing,
- 3 Co-operative Farming.
- 4 Co-operative Lift Irrigation Scheme.
- 5 Co-operative fisheries.
- 6 Processing Co-operatives (other than sugar factories).
- 7 Milk production and distribution societies.
- 8 Power distribution societies.
- 9 Rehabilitation of nomadic cattle breeders.
- 10 Development of Co-operative Societies in scheduled and under-developed areas.

Cottage Industries.

- 1 Cottage Industries Training Institutes and Schools.
- 2 Training-cum-Production centres.
- 3 Marketing (sales depots and emporia).
- 4 Provision of grants-in-aid and loans for individuals and industrial co-operatives.
- 5 Stipends to trainees.
- 6 Tribal Welfare Section: Promotion of Cottage Industries in Gram Panchayat areas of Vidarbha.
- 7 Tribal Welfare Centres.
- 8 Scheme for establishment of pioneer units of production in handicrafts.
- 9 Development of small-scale woollen industry in Vidarbha.
- 10 Organisation of two Fibre Work Schools in Marathwada.
- 11 Training of artisans in the manufacture of decorative-cum-utility articles at Poona.
- 12 Establishment of dolls and toy-making centre.

Serial No.	Scheme	Remarks
(1)	(2)	(3)

Cottage Industries-contd.

- 13 Scheme for establishment of pioneering units of production in village industries.
- 14 Handlooms.
- 15 Scheme for affording marketing facilities.
- 16 Development of coir industry.
- 17 Grant of financial assistance including loans to individuals and co-operatives for development of Cottage Industries.

Education.

- 1 Government secondary schools.
- 2 Non-Government secondary schools (including loans for buildings and equipment).
- 3 Loans and scholarships ... To students.
- 4 Government primary schools.
- 5 Primary schools (non-Government).

Fisheries.

सत्यमव जयत

- 1 Fish curing yards and supply of salt to fishermen.
- 2 Fisheries schools.
- 3 Establishment of Service station at Satpati and Bassein.

Minor Irrigation.

1 Minor irrigation works

.. So far as minor irrigation works irrigating 250 acres or less each are concerned.

Serial No.	Scheme	Remarks
(1)	(2)	(3)

Medical.

- Expansion of domiciliary T. B. campaign (rural).
- 2 Upgrading of taluka dispensaries.

Public Health Engineering.

- 1 Government water-supply and drainage For rural areas only, schemes.
- 2 Protected water-supply for fairs in Vidarbha.
- 3 Rural water-supply and sanitation programme.
- 4 Village water-supply scheme in Vidarbha and Marathwada.

Public Health.

- 1 Local vaccination establishment.
- 2 District Health Organisation.
- 3 Mobile hygiene units.
- 4 Re-organisation of District Health Scheme.
- 5 School health service.
- 6 Additional Sanitary Inspectors and Nurses.
- 7 Anti-yaws measures.
- 8 Opening of combined Medical and Public Health Units.
- 9 Provision for staff and Primary Health Centres.
- 10 Maternity and Child Welfare Centres.
- 11 Establishment of Rural Child Health Centres.
- 12 Establishment of Primary Health Units (i.e., Primary Health Centres of the Government of India pattern).
- 13 Expansion of facilities for health education.
- 14 Family planning programme.

Appendix VI-contd.

Serial No.	Scheme	Remarks
1	2	3

Publicity.

- 1 Mobile publicity vans.
- 2 District Information Centres.
- 3 Organising district exhibitions.
- 4 Publicity through recreational activities.

Prohibition.

- Prohibition Propaganda Officers and their staff.
- 2 Camps of social workers.
- 3 Mass appeal.

Social Welfare.

- 1 Scholarships, freeships and Examination fees.
- 2 Aided Hostels-
 - (i) Construction (Building grants).
 - (ii) Maintenance,
- 3 Government hostels and schools.
- 4 Housing.
- 5 Mobile Medical Units.
- 6 Communications.
- 7 Tailoring classes.
- 8 Propaganda and publicity.
- 9 Award of prizes to villages which do outstanding work in the removal of untouchability.
- 10 Organisation of training camps.
- 11 Subsidies to Multipurpose Co-operative Societies for maintenance of staff.

So far as Co-operative Societies having not more than Rs. 5 lakhs working capital each and having jurisdiction less than a district are concerned.

Appendix VI-contd.

Serial No	Scheme	Remarks
1	2	3

II. TALUKA/BLOCK LEVEL

Agriculture.

- 1 Scheme for kharif and rabi crop campaign.
- 2 Taluka godowns.
- 3 Pilot paddy cultivation scheme.

Animal Husbandry.

- 1 Village veterinary chests.
- 2 Distribution of improved breed of poultry for encouraging keeping of pure breeds in villages.
- 3 Organisation of cattle shows and rallies.
- 4 Continuance of animal husbandry activities in closed Development Blocks in Vidarbha region.
- 5 Distribution of improved quality of sheep in selected areas.

Ayurved.

सत्यमेव जयत

1 Replenishing the stock of Ayurvedic medicine chests in selected villages in the National Extension Service Blocks in Vidarbha.

Buildings and Communications.

1 Other District Roads.

Publicity.

1 Rural broadcasting.

Prohibition.

1 Sanskar kendras.

REPORT: DEMOCRATIC DECENTRALISATION

Appendix VI-contd.

Serial No.	Scheme	Remarks
1	2	3

Medical.

1 Subsidised Medical Practitioners.

Community Development, etc.

- 1 Community Development programme.
- 2 Local Development Works Programme.
- 3 Sarvodaya development.

medicines, etc.

Social Welfare.

	A MARKET AND	
1	Financial assistance to individual cultivator	
	the form of loans and subsidies for the r	our-
	pose of agricultural requisites.	
2	Assistance to artisans in the form of loans	and
	subsidies for cottage industries and	for
	professions.	
3	Construction of wells	
4	Balwadis	
5	Sanskar Kendras and Community-cum-Reco	rea-
	tion Centres.	
6	Discretionary grants for supplying clothes	or
	spinning wheels to Vimukta Jati pupils.	
7	Holding of Social Melas	
8	Entertainment programme	
9	Zunka-bhakar programme	
10	Holding of Shibirs	• •
11	Celebration of Harijan Week	••
	•	• •
12	Encouragement of inter-caste marriages betw	een
	caste Hindus and Harijans.	
13	Assistance to individuals for purchase	of

APPENDIX VI-contd.

Serial No.	Scheme	Remarks
1	2	3

III. VILLAGE LEVEL.

Animal Husbandry.

1 Silo pits.

Public Health.

1 Village medicine boxes.

Buildings and Communications.

1 Village roads.

Forest.

1 Village Forest schemes.

Medical.

1 Rural Medical Relief centres.

[[] Nore.—This list only indicates the actual schemes in the Second Plan or the State non-Plan budget and is not intended to show the scope of activities which can be entrusted to the district body, the taluka/block body or the Village Panchayat.]

APPENDIX

(SEE PARA-

A list of regulatory functions proposed

Serial No.	Functions or powers.
(1)	(2)
	I
1	To grant licences to fertiliser dealers for dealing in fertilisers.
2	To carry out repairs work
3	To act as Inspector for issuing notices to cultivators for carrying out necessary control measures, to inspect fields to ascertain whether control measures are carried out and in case of default to arrange to carry them out and recover the cost from cultivators as arrears of land revenue.
	II—Animal
4	To appoint Veterinary Officers for inspection and passing of animals fit for slaughter.
5	
6	To seize and dispose of affected animals
7	To seize and dispose of affected animals
8	To compulsorily castrate scrub bulls in intensive breeding areas.
	. 111—
9	Statutory inspection
10	Registration
1 1	Approval to bye-laws and amendments thereto

VII

graph 6.27.)

to be entrusted to local bodies

Act or Rules	Authority performing the functions or exercising the powers at present
(3)	(4)
AGRICULTURE	
Essential Commodities Act, 1955 (Section 3 and Rules).	District Agricultural Officer.
Bombay Land Improvement Schemes Act, 1942 [Section 14 (2)].	Do.
Bombay Agricultural Pests and Diseases Act, 1947 (Sections 5 to 7).	Officers appointed by Collector for the purpose. (Usually, District Agricultural Officers, Crop Specialists and Agricultural Officers.)
Husbandry	1437
Bombay Animal Preservation Act (Section 4).	Government.
Bombay Animal Contagious Diseases (Control) Act, 1948 and Rules.	Government.
Glanders and Farcy Act, 1899 (Sections 4 and 7).	Officers of Animal Husbandry Department appointed as Veterinary Practitioners.
Dourine Act, 1910 (Section 4). Bombay Livestock Improvement Act, 1933.	Do.
Co-operation	
Maharashtra Co-operative Societies Bill, 1960 (Clause 83).	Registrar of Co-operative Societies.
Maharashtra Co-operative Societies Bill, 1960 (Clause 9).	Do.
Maharashtra Co-operative Societies Bill, 1960 (Clause 13).	Do.

Appendix

Serial No.	Functions of powers
(1)	(2)
	III—
12	To decide appeals against non-admission of members
13	Maintenance of register of Societies
14	To make changes in the names of Societies in the register
15	To classify societies, to alter classification of societies and to give permission to a society for undertaking activities of a society belonging to another class and publication of the list of societies so classified.
16	To grant permission to societies to enter into partnership
17	Extension of the period of holding annual general meetings
18 19	To call annual general meetings
20	To devote surplus assets of a liquidated Society, etc.
21	To direct handing over of records to the new Chairman on election.
	IV—
22	To confirm or rescind the attendance orders in appeals by parents.
23	To exempt approved primary schools from operation of Rules 121—140.
24	To decide appeals made by the managements against withdrawal of recognition of private primary schools.
25	To decide appeals against refusal of grants to private primary schools.

Note.—The functions/powers at serial Nos. 9 to 21 are proposed to be of not more than Rs. 5 lakes and having jurisdiction less than a district.

VII-contd.

Act or Rules		Authority performing the functions or exercising the powers at present
(3)		(4)
Co-operation—contd.		
Maharashtra Co-operative ties Bill, 1960 [Clause 23 (2		Registrar of Co-operative Societies.
Maharashtra Co-operative ties Bill, 1960 [Clause 9 (4		Do.
Maharashtra Co-operative ties Bill, 1960 (Clause 15).	Socie-	Do.
Maharashtra Co-operative ties Bill, 1960 (Clause 20).	Socie-	Do.
Maharashtra Co-operative ties Bill, 1960 (Clause 20).	Socie-	Do.
Maharashtra Co-operative ties Bill, 1960 (Clause 75).	Socie-	Do.
Do.	S. S.	Do.
Maharashtra Co-operative ties Bill, 1960 (Clause 76).	Socie-	Do.
Maharashtra Co-operative ties Bill, 1960 (Clause 110).	Socie-	Do.
Maharashtra Co-operative ties Bill, 1960 (Clause 160).	Socie-	Do.
EDUCATION		
- 1		Thomas of T

1947	and Bombay	Primary	Educational Inspector.		
Educai	tion Rules, 1949	•			
Bombay	Primary	Education	Do.		
Rules	Rules (Proviso to Rule 103).				
Bombay	Primary	Education	Do.		
Rules (Proviso to Rule 109).					
Bombay	Primary	Education	Do.		
Rules (Proviso to Rule 110).					

transferred only in respect of Co-operative Societies having working capital

Appendix

Serial No.	Functions or powers	
(1)	(2)	

IV—

- 26 To exempt private primary schools from operation of condition of maintaining first four standards.
- 27 To sanction vacation in excess of four weeks or total period of vacations in excess of seven weeks to suit special local situation.

V---

- 28 To inspect factories in respect of non-technical matters relating to cleanliness, over-crowding, lighting, drinking water, latrines, urinals, spittoons, fire precautions, welfare, working hours of adults, employment of young persons, grant of leave with wages and display of notice.
- 29 To divide, with the concurrence of the Commissioner, vaccination areas into circles for performance of vaccination, to appoint public vaccinators and fix places in each circle as vaccination centres, and to remove public vaccinators.
- 30 To direct any investigation in matters of infectious diseases if such diseases are caused by a food article, to identify the source of infection and to adopt measures to prevent further occurrence of such outbreaks from food sources.
- 31 To control laboratories and officers in charge of them. (So far as laboratories maintained by local bodies are concerned).

VI-

- 32 Collection of Land Revenue ... Maintenance of Village accounts and records. (To the extent the functions of the village accountant are concerned.)
- 33 To dispose of earth, stone and kankar which is the property of Government.
- 34 To grant permission to remove earth, stone, kankar, etc., from unassessed land.
- 35 To grant permission to excavate earth, stone, kankar, etc., from any unassessed waste land and to remove earth, etc., from village tanks subject to certain conditions.

Act or Rules

Authority performing the functions or exercising the powers at present

(3)

(4)

EDUCATION—contd.

Bombay Primary Education Educational Inspector. Rules [Proviso to Rule 111 (e)]. Bombay Primary Education Do.

Rules (Proviso to Rule 125).

PUBLIC HEALTH

Factories Act, 1948. tions, 11, 16, 17, 18, 19, 20, 38 and 108 and Chapters V to VIII).

(Sec- Officers of the Public Health Department as additional Inspectors to Factories.

Bombay Act, 1892. • Sections 5 (1). (2) and (3)].

District Vaccination Sanitary Commissioner (Director of Public Health).

Prevention of Food Adulteration Food (Health) Authority (Director of Public Health). Act, 1954. सत्यामेव जयते

Prevention of Food Adulteration Director of Public Health. Act, 1954.

REVENUE

Land Revenue Code

.. Revenue Officers.

Do.

.. Village Accountant (Talathi or Patwari.)

Land Revenue Rules 66 to 69

.. Revenue Officers.

Land Revenue Rules 67 to 69

Do.

Land Revenue Rule 70

Do.

	A	ppenaix
Serial No.	Functions or powers	
(1)	. (2)	

VI---

- 36 To grant permission to make use of water which is the property of Government and for which no water rate or any other assessment is levied.
- 37 Powers of the Mamlatdar under the Bombay Irrigation Act, 1879 and rules thereunder.
- 38 Powers of the Collector under the Bombay Irrigation Act, 1879, and rules thereunder.
- 39 Powers of the Collector under the Bombay Village Panchayats Act, 1958. (Excepting powers given to him in his capacity as Revenue Officer.)

Note.—The position regarding regulatory functions under the Co-operative Bill, 1960, which has been passed by the State Legislature but has not yet

सन्धमेव जयते

Act or Rule	es.		Authority performing the functions or exercising the powers at present
(3)			(4)
Revenue—contd.			
Land Revenue Rules	70A to 70	Œ.	Revenue Officers
Bombay Irrigation and the Rules.	Act,	1879,	Mamlatdar.

Bombay Village Panchayats Act, Do. 1958.

Do.

Department is given with reference to the Maharashtra Co-operative Societies received the assent of the President.

Collector.

APPENDIX VIII

(SEE PARA. 7.27)

Powers and Functions of District Council, its Committees and Office-bearers.

1. Powers and Functions of District Council.

- (i) To call for documents from its Committees.
- (ii) To sanction the annual and any other plan of development.
- (iii) To sanction the annual budget.
- (iv) To borrow moneys to carry out its functions in accordance with rules to be prescribed by Government.
 - (v) To execute the functions and duties assigned to it.
 - (vi) To supervise the execution of functions falling in the local sector.
 - (vii) To levy taxes, fees, etc., as provided in the Act.
 - (viii) To revise rates of taxation, fees, etc.
- (ix) To increase the local cess on land revenue with prior sanction of Government.
 - (x) To acquire and hold moveable and immoveable property.
 - (xi) To sell or transfer moveable and immoveable property.
- (xii) To prepare and sanction the schedule of establishment and posts from time to time.
 - (xiii) To enter into contracts.
 - (xiv) To sue.
 - (xv) To sanction reappropriations in the budget estimates.
- (xvi) To exercise administrative control over the staff of the District Council.
- (xvii) To revise or modify any decision made by any of its Committees subject to rules to be made by Government.
- (xviii) To act as agent of Government in matters which may be specifically entrusted to it from time to time.
- (xix) To deal with all matters not falling within the competence of any of its authorities.
- (xx) To require the attendance of any officer or servant of the District Council at its meetings for the purpose of consultation.
 - (xxi) To write off irrecoverable dues or losses of the District Council.
- (xxii) To exercise all powers in respect of sanctions, etc., which are not specifically given to any of the Committees of the Council, its office-bearers or officers.

2. Powers and Functions of the Standing Committee.

(i) To be in charge of all works and schemes including those under Social Welfare not falling within the purview of any subject-matter Committee of the Council.

- (ii) To acquire moveable property of value exceeding Rs. 30,000 but not exceeding Rs. 50,000 in each case and immoveable property valued at an amount exceeding Rs. 50,000 but not exceeding Rs. 1 lakh in each case.
- (iii) To sell or transfer moveable property of value exceeding Rs. 15,000 but not exceeding Rs. 25,000 in each case and immoveable property consisting of trees and grass.
- (iv) To sanction reappropriation of funds within the major heads of the budget for an amount not exceeding Rs. 25,000 and within the sub-heads under a major head for an amount exceeding Rs. 25,000 but not exceeding Rs. 50,000.
- (v) To sanction tenders and contract for sanctioned works or schemes estimated to cost more than Rs. 1,00,000 but not more than Rs. 2,00,000 in each case.
- (vi) To sanction the execution of any scheme or work involving an estimated non-recurring expenditure of more than Rs. 50,000 but not more than Rs. 1,00,000.
- (vii) To sanction the execution of any scheme involving a recurring expenditure of more than Rs. 25,000 per annum but not more than Rs. 50,000 per annum.
- (viii) To write off irrecoverable dues and losses exceeding Rs. 500 but not exceeding Rs. 2,500 in each case.
- (ix) To call for papers, documents and other information in the same manner and to the same extent as the Council.
- (x) To review the progress of the activities of the Council periodically and place reports before the Council.
 - (xi) To inspect all works and institutions under the District Council.
- (xii) To supervise and control the imposition and collection of all taxes, rates, dues, fees, tolls, etc., of the Council.
- (xiii) To examine and pass the monthly accounts of the District Council.
 - (xiv) To manage and regulate the investments of the Council.
 - (xv) To propose measures for increasing the income of the Council.
- (xvi) To maintain a schedule of rates for execution of constructional works and to revise it periodically.
- (xvii) To grant leave of absence exceeding four months, in the case of Class I and Class II Officers of the Council.
- (xviii) To require the attendance of any officer or servant of the District Council at the meetings of the Committee for the purpose of consultation.
 - (xix) To make any proposal to the Council concerning its functions.
- (xx) To sanction loans of an amount exceeding Rs. 5,000 but not exceeding Rs. 10,000 in each individual case.
- (xxi) To sanction contingent expenditure of an amount exceeding Rs. 2,000 but not exceeding Rs. 5,000 on a single item of non-recurring nature and of an amount exceeding Rs. 1,000 but not exceeding Rs. 2,500 of recurring nature.
- (xxii) To submit a copy of the proceedings of each meeting to the District Council.

(xxiii) To decide in consultation with the Selection Committee concerned Revision applications against appellate orders in certain cases of disciplinary action against the servants of the Council, namely, (i) reduction, removal or dismissal of Class III servants and (ii) removal or dismissal of Class IV servants.

3. Powers and functions of subject-matter Committees,

- (i) To be in charge of all works and schemes with which the Committee is concerned.
- (ii) To supervise the expenditure of budget provisions concerning the subjects allotted to the Committee.
- (iii) To ensure that the estimates of works and schemes are properly prepared and sanctioned and to supervise their execution.
- (iv) To call for papers, documents and other information in the same manner and to the same extent as the Council but so far as these concern the subjects allotted to the Committee.
- (v) To review the progress of activities of the Council periodically so far as it concerns the subjects allotted to the Committee and to place report before the Council.
- (vi) To acquire and hold moveable property of value exceeding Rs. 15,000 but not exceeding Rs. 30,000 in each case and immoveable property valued at an amount exceeding Rs. 25,000 but not exceeding Rs. 50,000 in each case.
- (vii) To sell or transfer moveable property of value exceeding Rs. 7,500 but not exceeding Rs. 15,000 in each case.
- (viii) To sanction reappropriation of funds within the sub-heads under a major head pertaining to the subject of the Committee for an amount not exceeding Rs. 25,000.
- (ix) To sanction tenders and contracts for sanctioned works and schemes estimated to cost more than Rs. 50,000 but not more than Rs. 1,00,000 in each case.
- (x) To write off irrecoverable dues and losses exceeding Rs. 200 but not exceeding Rs. 500 in each case.
- (xi) To call for papers, documents and other information from any officer or servants of the Council working in the department the subject in respect of which is allotted to the Committee.
- (xii) To sanction the execution of any scheme or work pertaining to the subject of the Committee involving an estimated non-recurring expenditure of more than Rs. 30,000 but not more than Rs. 50,000.
- (xiii) To sanction the execution of any scheme pertaining to the subject of the Committee involving an estimated recurring expenditure of more than Rs. 10,000 per annum but not more than Rs. 25,000 per annum.
- (xiv) To inspect all works and institutions of the District Council pertaining to the subject of the Committee.
- (xv) To require attendance of any officer or servant of the District Council at the meetings of the Committee for the purposes of consultation.
 - (xvi) To sanction loans not exceeding Rs. 5,000 in each individual case.

- (xvii) To sanction contingent expenditure exceeding Rs. 1,000 but not exceeding Rs. 2,000 on a single item of non-recurring nature and exceeding Rs. 500 but not exceeding Rs. 1,000 on a single item of recurring nature.
- (xviii) To submit a summary of the Committee's proceedings every quarter to the District Council.

4. Powers and functions of Block Committees.

- (i) To fix location of works and schemes undertaken from the funds of the District Council in accordance with the general principles laid down by the Council.
- (ii) To submit Block Plans of development to the District Council for its consideration.
- (iii) To execute and supervise the schemes and works of the Council in the Block area.
- (iv) To carry out such functions within the Block area as may be directed by the District Council or the Standing Committee or any subject-matter Committee of the Council.
- (v) In respect of activities to be undertaken from 'Block' grants proposed to be made available at the rate of Rs. 1 lakh per block of the schematic pattern per year for expenditure in each Block, to discharge functions and exercise powers to the same extent and in the same manner as a subject-matter Committee of the District Council.
- (vi) To propose increase in local cess on land revenue, taxes, fees, etc., to the District Council for being spent in the Block area.
- (vii) To work as agent of the District Council in matters which may be specifically entrusted to it from time to time.
- , (viii) To submit a summary of the Committee's proceedings each quarter to the District Council.

5. Powers and functions of the President of the District Council.

- (i) To convene, preside over and conduct the meetings of the District Council.
- (ii) To exercise administrative supervision over the Chief Administrator for the purpose of implementation of the resolutions or orders of the District Council or any Committee thereof.
 - (iii) To have full access to the records of the Council.
- (iv) To direct in case of emergency the execution of any work or the doing of any act which requires the sanction of the District Council or any of its Committees. (When in his opinion, it is necessary for the service or safety of the general public to take such action, the President should report the action taken to the District Council, its standing Committee and its concerned subject-matter Committee at their next meetings.)
- (v) To submit the annual confidential report on the work of the Chief Administrator to the Commissioner.
- (vi) To submit all confidential reports on class I officers received from the Chief Administrator with his remarks to authorities as may be prescribed.

- 6. Powers and functions of the Vice-President of the District Council.
- (i) To convene, preside over and conduct the meetings of the District Council in the absence of the President.
- (ii) To exercise powers and discharge functions of the President as the President may delegate to him from time to time in writing subject to prescribed rules.
 - 7. Powers and functions of the Chairman of the Standing Committee.
 - (i) To convene, preside over and conduct the meetings of the Committee.
 - (ii) To have full access to the records of the Committee.
- (iii) To sanction works and schemes involving an estimated non-recurring expenditure of more than Rs. 15,000 but not more than Rs. 30,000 and/or recurring expenditure of more than Rs. 5,000, but not more than Rs. 10,000 per annum in case of any work or scheme which does not fall within the purview of any subject-matter Committee.
- (iv) To acquire and hold moveable property of value exceeding Rs. 10,000 but not exceeding Rs. 15,000 in each case and immoveable property valued at an amount exceeding Rs. 10,000 but not exceeding Rs. 25,000 in each case.
- (v) To sell or transfer moveable property of value exceeding Rs. 5,000 but not exceeding Rs. 7,500 in each case.
- (vi) To sanction tenders and contracts for sanctioned works or schemes estimated to cost more than Rs. 30,000 but not more than Rs. 50,000 in each case.
- (vii) To write off irrecoverable dues and losses exceeding Rs. 100, but not exceeding Rs. 200 in each case.
- (viii) To sanction contingent expenditure exceeding Rs. 500 but not exceeding Rs. 1,000 on any single item of non-recurring nature and exceeding Rs. 250 but not exceeding Rs. 500 on any single item of recurring nature.
 - (ix) To inspect all works and institutions under the District Council.
- (x) To grant leave of absence exceeding two months but not exceeding four months in the case of Class I and Class II Officers
 - 8. Powers and functions of the Chairman of a subject-matter Committee.
 - (i) To convene, preside over and conduct the meetings of the Committee.
 - (ii) To have full access to the records of the Committee.
- (iii) To sanction works and schemes involving an estimated non-recurring expenditure of more than Rs. 15,000 but not more than Rs. 30,000 and/or recurring expenditure of more than Rs. 5,000 but not more than Rs. 10,000 per annum in the case of any work or scheme falling within the purview of the Committee.
- (iv) To acquire and hold moveable property of value exceeding Rs. 5,000 but not exceeding Rs. 10,000 in each case and immoveable property valued at an amount exceeding Rs. 5,000 but not exceeding Rs. 10,000 in each case.
- (v) To sell or transfer moveable property of value exceeding Rs. 2,500 but not exceeding Rs. 5,000 in each case.

- (vi) To sanction tenders and contracts for sanctioned works or schemes estimated to cost an amount exceeding Rs. 15,000 but not exceeding Rs. 30,000 in each case.
- (vii) To write off irrecoverable dues and loans exceeding Rs. 100 but not exceeding Rs. 200 in each case.
- (viii) To sanction contingent expenditure exceeding Rs. 500 but not exceeding Rs. 1,000 on any single item of non-recurring nature and exceeding Rs. 250 but not exceeding Rs. 500 on any single item of recurring nature.
- (ix) To inspect all works and institutions under the District Council pertaining to the subject of the Committee.
- (x) To call for papers, documents and other information from any officer or servant of the Council working in the department concerning the subject of the Committee.
 - 9. Powers and functions of the Chairman of the Block Committee.
 - (i) To convene, preside over and conduct the meetings of the Committee.
 - (ii) To have full access to the records of the Committee.
- (iii) To inspect all works and institutions of the District Council in the Block area.
- (iv) To call for papers, documents and other information from any officer or servant of the District Council working in the Block area.
- (v) To exercise administrative supervision over the Block Development Officer for the purpose of implementation of the resolutions or orders of the District Council or any Committee thereof.
- (vi) To exercise the same powers and discharge the same functions as those of the Chairman of a subject-matter Committee in respect of "Block" grants for expenditure in the Block area.
- (vii) To submit the annual confidential report on the work of the Block Development Officer to the Chief Administrator.
 - 10. Powers and functions of the Deputy Chairman of the Block Committee.
- (i) To convene, preside over and conduct the meetings of the Committee in the absence of the Chairman.
- (ii) To inspect all works and institutions under the District council and send reports of such inspections to the Chairman.
- (iii) To exercise powers and discharge functions of the Chairman as the Chairman may delegate to him from time to time in writing subject to prescribed rules.
- Notes.—(1) All financial powers proposed for being exercised by various authorities are intended to be exercised subject to budget provisions.
- (2) All powers and functions are to be exercised subject to general policy directives and instructions issued by competent authority.

APPENDIX

[SEE

Details of staff which will be placed

Department	Class I	Class II	Class III
(1)	(2)	(3)	(4)
(A) Staff of I	DISTRICT LO	CAL BOARDS, DI	STRICT BOARDS,
(1) Agriculture department	••	••	••
(2) Animal Husbandry department.		3	*192
(3) Ayurvedic department	Disk.		*424
(4) Buildings and Communications, Public Health Engineering and Minor Irrigation departments.		*49	**651

PARA. 8.3] at the disposal of the district councils

Class IV	Det	aüs		
(5)	(6	()		
PADA SABH	AS, DISTRICT SCHOOL BO	oards, Etc.		
» •	••••			
	*(1) Compounders		• •	92
•••	(2) Dressers	la.	• •	100
		Total	••	192
	*(1) Medical Officers			122
••	(2) Vaidyas	197	••	302
	1218	Total	••	424
***385	*(1) Engineers	1277		17
	(2) Assistant Engineer	· · ·	• •	32
	सद्यमेव	Total	• •	49
	**(1) Overseers			103
	(2) Sub-Overseers	••	••	105
	(3) Draftsmen			7
	(4) Assistant Draftsm	en		2
	(5) Tracers	••		24
	(6) Assistant Surveyor	r		1
	(7) Store-keepers			5
	(8) Dist. Supervisor			1
	(9) P. W. D. Supervis	or		1
	(10) Maistries			144
	(11) Boring Fitter			1
	(12) Mechanic			1
	(13) Road Karkuns an	d Muster C	lerks	256
		Total	••	651

			Appendix
Department	Class I	Class II	Class III
(1)	(2)	(3)	(4)
		····	

(5) Cottage Industries depart ment.	••	• •
(6) Co-operation department	••	••
(7) Education department		*67 , 594

(8)	Technical Education dep	part-	••	• •	••
(9)	Fisheries department	••	••	••	• •
(10)	Forests department		••	••	
(11)	Industries department	••	••	••	• •

Class IV	Details		
(5)	(6)		
	***(1) Mile Kamgars	•••	353
	(2) Steam Road Roller Drivers	••	19
	(3) Steam Road Roller Firemen	• •	2
	(4) Grader Operators	••	2
	Total	••	385
••	••••		
••			
	*(1) Head Masters		1,672
••	(2) Assistant Head Masters	••	1,117
	(3) Teachers		64,414
	(4) Girls' school conductresses		35
	(5) Inspectors		3
	(6) School organisers		2
	(7) Physical Instructors		3
	(8) Assistant Accounts Officers		60
	(9) Superintendents		12
	(10) Head Clerks		12
	(11) Accountants		12
	(12) Assistant Accountants	• •	12
	(13) Clerks	••	240
	Total	••	67,594
••	••••		
••	••••		
••	••••		

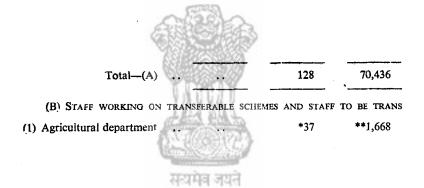
				Appendix
Department		Class I	Class II	Class III
(1)		(2)	(3)	(4)
(12) Medical department	••	••	* 62	** 393

(13) Public Health department .				*1 91
		TY .		
(14) Publicity department .		1		
(15) Prohibition department .		1/57	••	••
(16) Social Welfare department.	धमेव	जयने	••	
(17) Administrative Staff .		• •	*17	** 991

Class IV	Details	1	
(5)	(6)		
***56	*Medical Officers		62
	**(1) Compounders	••	206
	(2) Nurses	••	57
	(3) Dais	••	64
	(4) Midwives		64
	(5) Pharmacy Manager		1
	(6) Pharmacy Compounde	er	1
	~Fail	Total	393
	***Dressers	£3	56
	*(1) Superintendents of	Vaccination	13
- •	(2) Vaccinators	88	174
	(3) Health Visitors	g	4
	7.A 7.7. A T	Total	191
••			
••	सन्धमेव जय	ते	-
**2,337	*(1) Chief Officers		17
	**(1) Superintendents		21
	(2) Accountants		59
	(3) Deputy Accountants	• •	13
	(4) Head Clerks	• •	39
	(5) Internal Auditors	• •	10
	(6) Village Panchayat Au	aditors	29
	(7) Senior Clerks		27
	(8) Clerks	• •	629
	(9) Typists, Steno-typists	••	44
	(10) Village Panchayat Offic		4
	(11) Cattle-pound Inspector		14
	(12) Chief Profession Tax		. 6
	(13) Profession Tax Inspect		32
	(14) Octroi Inspectors (S Junior).	enior and	7

<u></u>	,			Appendix
Department.		Class I	Class II	Class III
(1)		(2)	(3)	(4)

(17) Administrative Staff-contd.



	Details			
(5)	(6)			
(15)	Tax Inspectors	••		7
(16)	Taluka Inspectors			4
(17)	Fee Inspectors			4
	Market Establishme	ent Chec	ekers	27
` ,	Daftaris		• •	11
(20)	Village workers	• •	• •	5
		Total		991
• •	Attendants, Peons, Jamadars.	Naiks	and	2,297
	Drivers	3353		32
	Cleaners	362		8
	E TREASE	600		
2,778	ANA COM	Total	• •	2,337
D FROM NORMAL	ADMINISTRATIVE MAC	HINERY (OF THE	DEPARTME
	District Agricultural	12-2-3		25
(2)	District Agricultural Superintendents, Schools.	12-2-3		25 11
(2)	Superintendents,	Agricult	tural	
(2)	Superintendents, Schools. Principal, Agricultur	Agricult	tural	11
(2) (3) **(1)	Superintendents, Schools. Principal, Agricultur Agricultural Officers	Agriculi al Schoo Total	tural	11
(2) (3) **(1)	Superintendents, Schools. Principal, Agricultur	Agriculi al Schoo Total	tural	11 1 37
(2) (3) **(1) (2) (3)	Superintendents, Schools. Principal, Agricultural Agricultural Officers Agricultural Supervi Agricultural Assistar	Agricultial School Total	tural	11
(2) (3) **(1) (2) (3) (4)	Superintendents, Schools. Principal, Agricultural Agricultural Officers Agricultural Supervi Agricultural Assistar Head Clerks	Agricultial School Total	tural	11
(2) (3) **(1) (2) (3) (4) (5)	Superintendents, Schools. Principal, Agricultural Agricultural Officers Agricultural Supervi Agricultural Assistan Head Clerks Senior Clerks	Agricultial School Total	tural	11 1 37 78 133 1,056
(2) (3) **(1) (2) (3) (4) (5) (6)	Superintendents, Schools. Principal, Agricultural Agricultural Officers Agricultural Supervi Agricultural Assistan Head Clerks Senior Clerks Junior Clerks	Agricultial School Total	tural	11
(2) (3) **(1) (2) (3) (4) (5) (6) (7)	Superintendents, Schools. Principal, Agricultural Agricultural Officers Agricultural Supervi Agricultural Assistan Head Clerks Senior Clerks Junior Clerks Drivers	Agricultial School Total	tural	11
(2) (3) **(1) (2) (3) (4) (5) (6) (7) (8)	Superintendents, Schools. Principal, Agricultural Agricultural Officers Agricultural Supervi Agricultural Assistar Head Clerks Senior Clerks Junior Clerks Drivers Technicians	Agricultial School Total	tural	11 1 37 78 133 1,056 9 78 232
(2) (3) **(1) (2) (3) (4) (5) (6) (7) (8)	Superintendents, Schools. Principal, Agricultural Agricultural Officers Agricultural Supervi Agricultural Assistan Head Clerks Senior Clerks Junior Clerks Drivers	Agricultial School Total	tural	11 1 37 78 133 1,056 9 78 232 60
(2) (3) **(1) (2) (3) (4) (5) (6) (7) (8)	Superintendents, Schools. Principal, Agricultural Agricultural Officers Agricultural Supervi Agricultural Assistar Head Clerks Senior Clerks Junior Clerks Drivers Technicians	Agricultial School Total	tural	11 1 37 78 133 1,056 9 78 232 60 6

	er	

D	epartment.		Class I	Class II	Class III
	(1)		(2)	(3)	(4)
(2) Animal partment.	Husbandry	de-		*25	**1,118



(Note.—Inclusive of 75 per cent of the staff from the

(3) Ayurvedic department .. *90

(Note.—The staff is only for transferable schemes)

IX-contd.

Class IV		Details		
(5)		(6)		
***1,134	*(1) District Anima Officers.	ıl Husba	andry	25
	**(1) Veterinary Officers			241
	(2) Stockmen			551
	(3) Compounders			134
	(4) Senior Clerks			50
	(5) Junior Clerks	100		107
	(6) Van Drivers	21		14
	(7) Milk Recorders			21
		Total	••	1,118
	***(1) Dres sers			160
	(2) Attendants	V.W. V	••	638
	(3) Chowkidars	EM.2-	••	128
	(4) Sweepers	ACCESSES	••	123
	(5) Peons	2157	••	85
	सत्यमे	Total	••	1,134
nal admini	strative machinery).			
**24	*(1) Vaidyas			12
	(2) Compounders	• •		12
	(3) Dayas	••	••	66
		Total		90
	**(1) Servants, Khidmatis.	Scavengers	s	24

				Appendix
De	partment.	Class I	Class II	Class III
	(1)	(2)	(3)	(4)
(4) Buildings	and Communi-	*50	**219	***2,628



(Note.-Inclusive of the entire staff of the

(5) Community Development Programme staff.

*300

**11,150

IX-contd.

Class IV	Details		
(5)	(6)		
§1,236	*(1) Executive Engineers		50
	**(1) Deputy Engineers	• •	219
	***(1) Overseers	• •	762
	(2) Draftsmen		45
	(3) Assistant Draftsmen		45
	(4) Tracers		90
	(5) Computors		45
	(6) Accountants		45
	(7) Head Clerks		45
	(8) Senior Accounts Clerks	E3	45
	(9) Store keepers	37	45
	(10) Senior Clerks	1	39 9
	(11) Junior Clerks	7	972
	(12) Typists	•••	90
	TATAM	Total	2,628
	§(1) Peons	A.	972
	(2) Daftaries	W.	45
	(3) Chowkidars		219
	सन्यमव नय _{To}	otal	1,236
rmal admin	istrative machinery).		
***3,717	*(1) Block Development Office	cers	300
	**(1) Extension Officers		3,400
	(2) Gram Sevaks	• •	4,250
	(3) Gram Sevikas		850
	(4) Stockmen	• •	850
	(5) Statistical Assistants	••	300
	(6) Accountant-cum-Store-ke	eepers	300
	(7) Senior Clerks	••	300
	(8) Cashiers		300
	(9) Typists	• •	300
	(10) Clerks	• •	300
	To	tal	11,150

Appendix

Department.	Class I	Class II	Class III
(1)	(2)	(3)	(4)

सन्धमेव जयत

(Note.—This staff is on the basis of

(6) Co-operation department , . . (including Industrial Co-operatives).

*****50 ******1,040

(Note.-Inclusive of 50 per cent. of the staff from the normal

IX-contd.

Class IV	• I	Details		
(5)		(6)		
	***(1) Peons	• •		600
	(2) Attendants	••	••	3,117
		Total	••	3,717
ribed staf	fing pattern).			
***319	*(1) Assistant Regis	trars	••	50
	**(1) Co-operative Off		• •	47
	(2) Assistant Co-or	perative Office	rs.	80
	(3) Clerks	17 D YE	• •	246
	(4) Supervisors	V.U. V	• •	600
	(5) Mechanical Supe		• •	2
	(6) Agricultural Offi		• •	5
	(7) Special Supervisi	ion Officers		5
	(8) Organisers	2000	• •	2
	(9) Managers		• •	3
	(10) Managers-cum-S			3
	(11) Supervisors (Har			15
	(12) Marketing Office	r		1
	(13) Drivers-cum-Sale	smen	• •	3
	(14) Stamping Inspect	tors		8
	(15) Salesmen	• •		4
	(16) Mistry	• •	• •	1
	(17) Industrial Superv	visors	• •	15
		Total	••	1,040
	***Attendants, Peon and	d Cleaners		319

Appendix

Department	Class I	Class II	Class III
(1)	(2)	(3)	(4)
(7) Industries department (only concerning Cottage Industries).		*25	**438



(Note.—Inclusive of 75 per cent of the staff of normal administrative

(8) Education Department

*23

**97

***15,874

Class IV	Details	
(5)	(6)	
***173 *Industries Off	ficers	25
	Total	25
**(1) Senior Indu	astries Inspectors	25
(2) Junior Indu	stries Inspectors	50
(3) Manual Ass		75
(4) Senior Cleri	ks	42
(5) Clerk-Typis	ts	25
(6) Technical h		59
(7) Superintend	ents	8
(8) Instructors	相似众物的	152
(9) Others		2
d	. Total	438
***(1) Peons	(E)	125
(2) Washermen	H3MX-2XMER	
(3) Kamgars	two com	9
(4) Others	नव्यमन जयत	10 28
	Total	173
nery concerning Cottage Indu	ustries.)	·
*(1) Educational	Inspectors	23
**(1) Assistant Ir Schools.	aspectress of Girls'	1
	Educational Inspec-	28
(3) Head Master	rs	56
(4) Administration	ve Officers	12
	Tota!	97

 			
Department	Class I	Class II	Class III
(1)	(2)	(3)	· (4)

(Note.—Inclusive of the entire staff of the normal administrative machinery.)

(9) Technical Education

(10) Fisheries

208

Appendix

सत्यमेव जयते

(Note.—This staff is for transferable schemes only.)

Class IV	Details			
(5)	(6)			
	***(1) Clerks			558
	(2) Assistant Masters	••		3,646
	(3) Primary Teachers	• •		11,039
	(4) Asstt. Dy. Edn. Insp	pectors		621
	(5) Administrative Office	ers	••	10
		Total	••	15,874
	†(1) Peons	12	••	1,409
**50	*(1) Yard Officers (2) Fisherman Assistant (3) Head Masters (4) Crafts Instructors (5) Assistant Crafts Ins (6) Assistant Teachers (7) Foreman (8) Assistant Mechanic (9) Welder (10) Junior Clerk (11) Turner-cum-Shaper	tructors		7 1 6 6 2 48 1 1 1 1 1 75
		Total	••	
	**(1) Peons		••	21
	(2) Eight monthly peo		• •	5
	(3) Petty-yard Officers	• •	••	16
	(4) Watchmen	• •	••	6
	(5) Peon-cum-Jamadai		• •	1
	(6) Manual Assistant	• •	••	1
		Total		50

210 REPORT: DEMOCRATIC DECENTRALISATION

			Appendix
Department	Class I	Class II	Class III
(1)	(2)	(3)	(4)
(11) Forest Department			*13

(Note.—This staff is for transferable schemes only.)

(12) Medical Department *1 * **96 ***534

सन्यमेव जयते

Class IV	Details	5		
(5)	(6)			
••	*(1) Range Forest Offi	cers	••	2
	(2) Foresters	• •		2
	(3) Guards	••	• •	9
		To	otal	13
†720	*(1) B. M. S., Class I	3 _		1
1,20	(1) 3. 11. 0., 0	(Ed)	••	<u> </u>
		To	otal	1
	**(1) B. M. S., Class II			96
		То	otal	96
	***(1) B. M. S., Class III	जगने		327
	(2) Compounders	- I - I - I	••	118
	(3) Nurses	• •	• •	26
	(4) Stewards	• •		4
	(5) Nursing Sister			1
	(6) Staff Nurses	••		10
	(7) Midwives	• •	••	11
•	(8) Pupil Nurses			4
	(9) Radiologist			1
	(10) X-Ray Technician			1
	(11) Dais		• •	2
	(12) Health Visitor		••	1
	(13) Clerks	••	••	28
		Total	••	
				534

Appendix

			
Department	Class I	Class II	Class III
(1)	(2)	(3)	(4)



(Note.—This includes 22 clerks from normal administrative machinery.)

(13) Minor Irrigation Department

*16

**128

IX-contd.

Class IV	Details		
(5)	(6)		
†(1) Ward bo	oys	••	356
(2) Peons	••	••	302
(3) Ward A	Ayas	• •	19
(4) Dhobis	• •	••	.4
(5) Malis	••	••	4
(6) Chowki	idars	• •	7
(7) Sweeper	rs	••	18
(8) Dresser	estress.	• •	1
(9) Waterm	nan		1
(10) Coolies			3
(11) Dark-ro	oom attendant		1
(12) Ward-a	ttendant		1
(13) Ayah			1
(14) Kamati	4 14 4 1 1 1 1	••	1
(15) Scaveng	ger	••	1
	Total	ı	720
1			
***64 *(1) Deputy	Engineers	••	16
			16
**(1) Oversee		••	80
(2) Senior (• •	16
(3) Junior (Clerks	• •	32
	Total	••	128
***(1) Chaude	:do-o		16
***(1) Chowk (2) Peons/A		• •	16 48
(2) 1 00113/2		••	
	Total	••	64

Department	Class I	Class II	Class III
(1)	(2)	(3)	(4)
(14) Public Health Department	*1	**25	***1,893



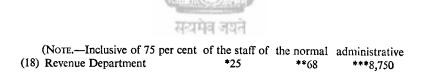
(Note.—Inclusive of 75 per cent of the staff from the normal admintstrative machinery).

(15) Prohibition Department .. *54

lass IV	Detail	ls		
(5)	(6)			
†1,977	*Assistant Director	of Public He	alth	1
	**District Health Of	ficers		25
	***(1) Medical Officers			71
	(2) Vaccinators			408
	(3) Sanitary Inspecto			146
	(4) Public Health No	urs *\$	• •	10
	(5) Compounders		••	88
	(6) Technicians	19%	• •	9
	(7) Health Visitors	31	• •	224
	(8) Drivers	MEGA	• •	117
	(9) Propagandist	7722	• •	1
	(10) Senior Clerks	33800	• •	22
	(11) Clerks	335727	• •	66
	(12) Driver-cum-opera	ator	• •	1
	(13) Social Workers	G // + B	• •	148
	(14) Sanitary Sub-Ins		• •	57
	(15) Health Sanitary	Inspectors	• •	10
	(16) Dais		• •	102
	(17) Midwives		• •	410
	(18) Mechanic		• •	1 2
	(19) Others	जयत	••	
		Total	••	1,893
	†Attendants, Peons, A Cleaners and others		oors,	1,977
** 18	*(1) Prohibition Prop			17
	(2) Government Pro		er.	1
	(3) Drivers			13
	(4) Operators			13
	(5) Clerks	••	••	10
		Total		54
	**(1) Cleaners			13
	(2) Attendants	••	••	5
		Total		18

			Appendix
Department	Class I	Class 1I	Class III
(1)	(2)	(3)	(4)
(16) Publicity department	• •	••	*76

(Note.—This staff is on transferable schemes only.)
(17) Public Health Engineering *7 **32 ***579 department.



Class IV	Da	tails			
(5)	(0	5)			
**26	*(1) Cinema Operators		•••	26	
	(2) Drivers	• •	• •	26	•
	(3) General Assistants	••	• •	24	
		Total	• •	76	
	**(1) Cleaner-cum-peons	••	••	26	
†363	*(1) Ex. Engineers			7	
	**(1) Dy. Engineers			32	
	***(1) Mechanical Engine	ers	• •	5	
	(2) Overseers, Sub-Ove			134	
	(3) Technical staff suc Asstt. draftsme mechanics fitters,	en, tra	icers,	175	
	(4) Clerical staff such a Sr. Acetts. Clerks	s Head Cl	erks,	252	
	(5) Shift Engrs.	, JI, CICIK	3,010.	9	
	(6) Sanitary Inspectors	ALEAN .	••	4	
		Total	••	579	
maahimam.)	†(1) Peons, Mazdoors Tapali, Mali, Wa		idars	363	
machinery.) †43,000	*(1) Addl. Collectors 1 per district in view appointment of strator.)	v of prop	osed	25	
	**(1) District Project Of	ficers		25	
	(2) District Village Officers.		nayat	25	
	(3) Addl. P. As. to Co	llectors	••	18	
		Tota	d	68	
	***Talatis, Patwaris, V. some staff from Co	•		8,750	
	(on <i>ad hoc</i> basis). Kotwals	• •	••	43,000	

			4	
А	n	ne	nc	ΙX

Department	Class I	Class II	Class III
(1)	(2)	(3)	(4)
(19) Social Welfare Department.	*2	**29	***206



(Note.-Inclusive of 25 District Social Welfare Officers and 75 per cent of

Total (B)	109	1,019	46,314
Grand Total (A+B)	109	1,147	116,750
Average per District	4	46	4,670

Notes.—(1) The figures in this Appendix are based on the information made

- (2) The staff taken as transferable from the normal administrative transfer to local bodies and generally indicates the minimum staff
- (3) Posts under the existing local bodies have been classified generally

IX-concld.

	Details	Class IV
	(6)	(5)
2	*(1) Housemasters	153
25	**(1) District Social Welfare Officers.	
4	(2) Supervisors in Studies	,
29	Total	
42	***(1) Senior Clerks	
86	(2) Junior Clerks	
25	(3) Social Welfare Inspector	
12	(4) Circle Organisers	
1	(5) Social Service Inspectors	
4	(6) Social Service Organisers	
1	(7) Propagandist	
8	(8) Assistant propogandists	
18	(9) Samaj Sevaks	
8	(10) Wardens	
1	(11) Farm Manager	
206	Total	
109	†(1) Peons	
16	(2) Cooks	
1	(3) Assistant Cook	
9	(4) Chowkidars	
5	(5) Maid Servants	
5	(6) Sweepers and Scavangers	
2	(7) Servants	•
6	(8) Kamatis and Servants	
153	Total	

the remaining staff of the normal administrative machinery.)

^{54,768}

^{57,546}

^{2,302}

available to us and should be treated as approximate.

machinery is roughly on the basis of the extent of functions proposed for expected to be transferred.

on the basis of comparable scales of pay of posts under Government.



सद्यमेव जयते

APPENDIX X

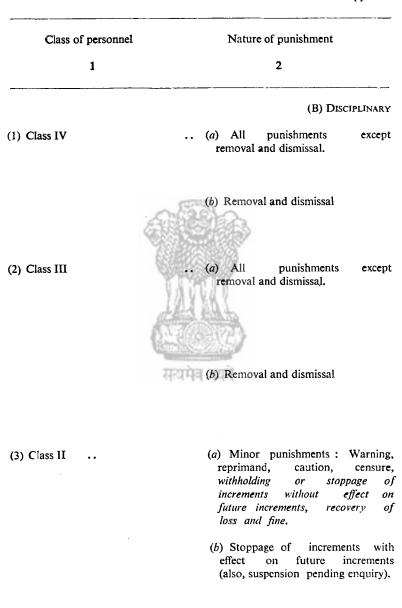
(SEE PARA. 8.18)

Pattern of Recruitment and Disciplinary Control.

Class of personnel to be recruited.	Selecting authority.			
1				
(A) RECRUITMENT.				
(1) Class III and Class IV other than excluded categories	District Selection Committee composed of— (1) Collector. *(2) One non-official member. (3) Chief Administrator.			
(2) Specified Class III personnel	Divisional Selection Committee composed of— (1) Divisional Commissioner (Chairman). (2) Regional Officer concerned. *(3) One non-official member.			
(3) Class I and Class II	State Government and Public Service Commission.			

^{*}Full time non-official appointed by Government for each division.

Appendix



Authority empowered to pass initial order	Appellate authority	Revisional authority
3	4	5
CONTROL.		
Gazetted Officer immediately superior, or if there is none, officer nominated by the Head of department.	Head of department	Chief Administra- tor (only for punishment of reduction).
Head of department	Chief Administrator	Standing Com- mittee in consulta- tion with District Selection Com- mittee,
Head of department	Chief Administrator	Standing Committee in consultation with District Selection Committee (only for punishment of reduction).
(i) Deputy Chief Administrator (for Ministerial staff).(ii) Head of depart- ment (for others).	Chief Administrator	Standing Com- mittee in consulta- tion with appro- priate Selection Committee.
Chief Administrator	State head of Government department or Divisional Commissioner [only for items of punishment italicised in column (2)].	Government
Regional head of Gove- rnment department or Divisional Com- missioner.	State head of Government department (Government, if from Divisional Commissioner).	Government.

Note.—References to Heads of departments are to the departmental heads

सत्यमेव जयते

(5) Chief Admi-

nistrator.

(b) All other punishments

All punishments

Authority empowered to pass initial order.	Appellate authority.	Revisiona authority
3	. 4	5
State head of Govern- ment department or Divisional Commi- ssioner.	Government.	••••
Government State head of Government department or Divisional Commissioner.	Government.	••••
Government.	(Alberta)	••••
Government (subject to existing rules).	TATAL	

under the Council unless otherwise indicated.

APPENDIX XI

(SEE PARA. 8:32.)

Note on Administrative Organisation by Shri D. D. Sathe, M.A. (Cantab.), Secretary to Government of Maharashtra, Co-operation and Rural Development Department and Development Commissioner

The District Council will be entrusted with a very comprehensive range of functions in all sectors of administration so far as they touch any problem of local interest and will include all schemes which could be conveniently administered at the district level. The Council will also enjoy a variety of administrative and regulatory functions. It can, therefore, be aptly said that to most sections of the rural community, the Council and its subsidiary bodies would be administering continuously in their every-day life. At the same time, it will also have to be admitted that as far as development works are concerned, the most important duty of the Council will be to implement schemes which are constituents of the National and State Plans. Reference to table given in para. 9.13 will clearly bring out that out of the total finances of the District Councils estimated at about Rs. 31 crores as much as Rs. 20.5 crores are Purposive Grants which would be given by the State to implement particular schemes according to prescribed standards. These grants would cover only 75 per cent. of the cost of the schemes and hence the Councils would have to find the balance of about Rs. 7 crores out of their overall resources. It will thus be obvious, that to a very large extent the Councils would be the executive and administrative agencies for implementation of schemes at the district level. In such matters, their policy functions would be mainly confined to deciding locations and the extent or the manner of public participation. In view of the facts mentioned above, it is clear that the success of the Council's working will depend on the extent to which it efficiently performs these duties, mainly of administrative and executive nature. This in turn will depend on the extent to which the administrative organisation of the Council is capable of implementing the schemes efficiently and effectively. According to para. 8.2 of the report, an efficient administrative machinery should be adequate and responsive, with sufficient authority, possessing independent judgment and integrity and provided with adequate skilled and technical personnel. In para. 8.14 it has been accepted that this will not be possible unless the services are provided with adequate security and conditions of service, reasonable scales of pay and channels of promotions and facilities for training and improving their experience and prospects.

2. The services will have to carry out the work and transact business for which the people hold the local body responsible while that body decides and controls the policy and holds the purse-strings. The tasks of administration in modern society are so complex that it will be difficult to demarcate finely between policy-making and executive functions, According to para 840, we

have to recognise that the executives cannot be confined merely to a role of executants of policy solely initiated by the elected people. The services, by the circumstances of their profession, acquire the necessary training, qualifications and experience for expert work which enables them to bring the requirements of schemes both from financial and technical points of view into a balance with the needs of the actual situation. They are also in a position to anticipate future requirements and advise development of schemes in a manner which would yield long-range results. In fact, one of the virtues of local Government administrative system, as distinct from others, is that "it provides so many opportunities for testing the expert advice and discussing it with him, for correcting the expert in his tendency to be obsessed by questions of technique, and for examining his conception of means in the clearer perspetive of ends so often possessed by the intelligent layman". In para, 8:40 it has also been stated that in recent times there is a tendency to misunderstand the correct development in the direction of entrusting policy-making functions to elected representatives which in the past were exercised by the officials at various levels. This should not be allowed to create a feeling that the officials and non-officials form separate classes as ultimately both come from the same stock and it must be accepted that both in their respective fields are trying their best to achieve rapid development within limitations inherent in the human society. Hence, while planning administrative organisation care will have to be taken to see that it not only functions in the manner indicated above but is provided with conditions of working which would give them sufficient zeal in their work, and which will encourage growth of a sense of mutual regard, need for each other's assistance and a determination to work together as a combined team in the united effort to accelerate the pace of development.

3. In most States where Panchayati Raj has been introduced, the attempt has been to decentralise in the first instance State's functions in the sphere of Community Development programme by entrusting the Block programme with its financial provisions and administrative staff to the local bodies created at the Block level under various names. This did not create any problems of administrative re-organisation as the Block staff functioned as an independent unit and could be easily passed on to the new local bodies. In some States, efforts were made to channelise funds under a few other minor schemes like village roads, village water supply, etc., through these Block bodies. At the district level, the district body is merely a co-ordinating institution and as such did not require much staff of its own. The pattern of decentralisation recommended for this State, however, radically differs from this concept. Here, it is proposed that all schemes of local nature together with the staff should be transferred to the local bodies and, in the analysis, it is found that financial provisions and administrative staff related to all these schemes are much larger than those given for schematic Blocks. In fact, the District Councils proposed for this State would take over practically the entire staff of all Development departments together with a substantial staff from Revenue department including Collectors' offices. At the Block level, the Block Committee will control the entire staff working at levels below the district headquarters of which the existing Block staff will be only a fraction. This pattern of decentralisation will demand a complete re-organisation of the administrative organisation at the district and taluka levels.

- 4. In Chapter 8, it is proposed that the district organisation will have to be a centrally controlled compact unit providing the necessary agency for execution of the Council's decisions. It has also been recommended that the actual execution of all Council's schemes would have to be through the Block Committees. Broadly speaking, therefore, the district organisation should consist of well-defined departments provided with the highest technical personnel available in the district. The operative staff would have to function entirely under the Block Committee. It is, therefore, proposed that the district organisation should consist of seven departments, namely, General, Finance, Works, Agriculture, Co-operation and Industries, Health and Education. Each department is responsible for planning of schemes relating to the particular activity concerning the department, getting them sanctioned by the Council, forwarding them to the Block Committees for execution and lastly, exercising such supervision as is necessary to see that the schemes executed by the Block agency are according to the required technical specifications and directions of the Council. Keeping in mind the staff which will be available to the Council, vide Appendix IX, I would now like to discuss the details of the administrative organisation both at the District and Block levels which would be competent to discharge the responsibilities mentioned above.
- 5. In para. 5·19 of the report, attention has already been drawn to the defects of impersonal administration inherent in bigger units of administration. The district organisation of the Council should be compact and capable of eliminating such drawbacks to a large extent. The departments at the head-quarters would not be actually implementing the schemes and hence should be free to exercise adequate supervision and also be in contact with the staff at lower levels and yet have the authority to decide any point which may be referred to them unless it impinges on any policy issue which can also be settled quickly by reference to the appropriate functional Committee or its Chairman. It should be possible to eliminate red-tape in correspondence to a large extent by maintaining close contact with the Chairmen of Block Committees and the Chairmen of the Functional Committees.
- 6. Adequate pay-scales and conditions of service would be ensured by Goverment prescribing them in a manner which would not lead to disparities with the conditions existing in other avenues of employment, more particularly in Government services. At the same time, it will be desirable to frame the conditions of service and rules for conduct, etc., in a simplified manner to enable the Council or its Committees to exercise certain amount of discretion to suit local requirements. The local bodies could thus be given power to relax a particular recruitment rule on recommendation of the appropriate Selection Committee or to give advance increments to deserving candidates. They should also be authorised to reduce or increase the number of posts in any particular cadre provided it is included in the rules framed by Government. Provision of independent recruiting authorities will ensure the selection of right

type of personnel out of the candidates available. The pattern of disciplinary control indicated in Appendix X gives adequate authority to officers at various levels and yet, for major punishments, the aggrieved persons can approach the Standing Committee which would further be required to act in consultation with the concerned Selection Committee. The procedure prescribed for promotions will provide scope to every competent person who shows good work to aspire for higher posts. Even in the matter of promotions, appeals have been provided to Selection Committees as they will be able to judge the standards adopted by administration vis-a-vis those adopted by them for recruitment to particular cadres. It will thus be seen that the services from recruitment to retirement or removal are assured a fair deal provided they work to the satisfaction of the local bodies.

- 7. Services recruited properly, given reasonable conditions of service channels of promotion and adequate security, should realise that their existence depends on their ability to convince the people generally that they function in an efficient and impartial manner. They should be able to satisfy the people that their mandate to the elected representatives has been properly implemented. The elected representatives and the higher executives should endeayour to eliminate the defects of impersonal administration by being in close touch with the staff at various levels and infuse in them a real sense of responsibility and duty. In this regard, special attention would be justifiable to a number of welfare schemes for staff which somehow get overlooked in larger administrative units. Besides having security of service and reasonable pay-scales. the staff in present-day social conditions is continuously harassed on account of three necessities, namely, medical attention, housing and children's education. In Government service these are accepted as reasonable demands and Government has done something in each direction, but unfortunately the staff at lower levels, by the very nature of the manner in which these concessions are available, find it very difficult to utilise them. The local administration may, therefore, adopt a practical and personal approach to these problems by providing adequate medical facilities, accommodation and provision for children's education.
- 8. A chart showing the proposed lay-out of the District Council's Administration is given in Statement I. The seven departments proposed should each have a qualified senior executive as its head who should be a person from Class I State Service with sufficient experience. This is necessary as he will be the final technical authority in his subject and will be given considerable administrative powers which will be much more than what a district officer under the State Government enjoys today. Unlike the present situation, he will be administratively controlled directly by the Chief Administrator and the Chairman of the concerned functional Committee. It will be seen from the statement in para 8·3 that on an average four class I officers would be directly available to the Council. In that statement, the District Agricultural Officer and the District Health Officer are shown in class II, but I understand that Government have more or less agreed to upgrade them to class I in view of the increasing scope of work which they are required to undertake for the Plans. It should, therefore, be possible to find six class I officers for the six departments.

In the case of Finance, it will obviously be necessary to have a senior officer in view of the larger devolution of powers proposed. For the General department one class I officer could easily be obtained by pooling the gazetted staff given to the Collectors which will become redundant after the District Councils start functioning. If an analogy can be given, I would look at the Chief Administrator as the Chief Secretary of the local administration and heads of departments as the Secretaries for their respective departments. In order to function effectively, each head of department should be in a position to control effectively the entire staff working under him and to implement schemes expeditiously by having powers of sanction etc., within such limits as may be prescribed by the Council. In addition, the Chairmen of the functional Committees are being given powers for larger sanctions to enable the heads of departments to pass orders quickly after obtaining their approval. Hence, once the budget is passed by the Council and broad frame work of schemes regarding location etc., is given by the functional Committees, the head of the department with the assistance of the Chief Administrator and the Chairman of the functional Committee should be able to execute most of the schemes without further reference to Finance department, any of the Committees or the Council. As indicated in Chapter 8, the administrative units of the departments both at the district and Block levels would have to be complementary to the appropriate Committees.

GENERAL DEPARTMENT

9. There are a group of subjects of non-technical nature which could be conveniently included in one department, namely, the General department. The head of this department will be the secretary of the Standing Committee and the department will deal with all subjects which come within the purview of the Standing Committee. Statement I shows the variety of functions which this department would have to undertake. Its head should be a grade 1 Deputy Collector with special aptitude for this type of work or a junior I. A. S. Officer who has successfully worked as a Prant Officer and he may be given some special pay. He should be designated as Deputy Chief Administrator and should be regarded as second-in-command of the local administration. As the district administration will be a centrally controlled unit, this department will have the important task of looking after all establishment and service matters concerning the entire staff. The Deputy Chief Administrator would be the secretary of the District Selection Committee and hence he will have to deal with all correspondence of that Committee. The Establishment Branch could be conveniently divided into three sections, one dealing with gazetted staff, another with non-gazetted staff and the third with Selection Committee's work both at the district and divisional levels. The department will also be in charge of the important work of planning and co-ordination under the general direction of the Chief Administrator. The entire staff and equipment of the present District Publicity Officer except the officer himself would come over to the Council. In addition, publicity staff, equipment, etc., of the Prohibition a d other departments would come over to the Council. It

should then be possible to pool all these resources and have a compact Publicity branch which will handle all publicity matters concerning the Council's work. In para 8.20, the importance of providing adequate training facilities has been sufficiently emphasised. It would be advisable if the Council has one branch dealing with this subject. In view of the importance of the four branches discussed above they should work directly under the Deputy Chief Administrator.

- 10. Social Welfare will be mainly concerned with giving special assistance to weaker sections of the population and as such all schemes of social welfare would have to be closely co-ordinated with all the other departments. Special care will have to be taken to see that adequate financial provision in each department is made to provide special schemes and assistance to the weaker sections of the population. In view of the importance of the subject, it will be dealt with by the Standing Committee. It will, therefore, be necessary to have a separate branch in the department under the District Social Welfare Officer who should be equivalent to a grade II Deputy Collector. The work of prohibition could also be entrusted to him. This branch may, therefore, be divided into three sections, one dealing with tribal welfare, one with all other social welfare schemes and the third with prohibition.
- 11. In view of the fact that the Council will enjoy practically all the powers of supervision and control over the village panchayats, there will have to be one branch dealing with all village panchayat matters. This branch may be under an officer of Deputy Collector's or Mamlatdar's grade according to the volume of work and can also be made responsible for all correspondence regarding the meetings of the Council and its Committees. The Deputy Chief Administrator will be the secretary of the Council and hence there will have to be one officer under him responsible for preparation of notes, agenda, minutes, etc. This branch may be termed as the Administrative branch with 4 sections, one dealing with village panchayats, other with meetings and third with registry and office routine of the entire office. The Administrative Officer should also function as Organisation and Methods officer whose work should be done by the fourth branch.
- 12. Considerable functions of the Revenue department will now devolve on the Council's administration. It will now be responsible for collection of land revenue and all Government dues, maintenance of village records and exercising a variety of functions under the Land Revenue Code. The Council is also given wide powers for levy of taxes, fees, etc., and it would have to make constant efforts to enlarge its revenues. The Council will also have to deal with all matters concerning appointment of Gram Sevaks and all the present staff of the Revenue department at the village level. I would, therefore, suggest that in the General department there should be a distinct Revenue branch under a grade II Deputy Collector or a Mamlatdar with at least four sections, one dealing with land revenue, the second with other administrative matters arising out of revenue administration transferred to the local bodies and the third with correspondence regarding other taxes, fees, etc. The Council will have to issue various standing orders, regulations, etc., for the guidance of Block Committees and Village Panchayats in all these matters,

Special emphasis would have to be placed on extension of gaothan sites, laying new village sites, rural housing, etc. For this purpose this branch can have one section dealing with rural housing and village sites. Problems concerning levy of octroi would also be dealt with in this branch by one of the four sections described above.

FINANCE DEPARTMENT

- 13. Effective control on the finances of the local body needs no emphasis. This could be ensured by creating an agency which will have to be consulted and whose opinion will have adequate weight before any proposal involving financial liability is sanctioned. Secondly, there should be a system of audit to see that irregularities in procedures are avoided and any tendency to incur expenditure inconsistent with the standards of financial propriety discouraged. It would, therefore, be most desirable to have an independent outside audit authority. It should be in a position to carry out complete audit of the accounts of the District Council and the Block Committees within 3 months from the close of the year. It should also undertake, during the year, audit of Village Panchayats, so that no Village Panchayat escapes full aduit for more than two years. In addition, there may be certain audit staff under the district local administration to ensure concurrent audit of transactions above specified limits. This internal audit party will also undertake percentage audit of Block Committees and Village Panchayats, at the same time ensuring that there is no duplication of work done by the outside audit parties.
- 14. The head of the Finance department will be termed as Chief Accounts Officer and Financial Adviser. He should be appointed by Government from one of its own cadres or from Accountant General's office. Authorities empowered to grant administrative approval should be required to take into account the comments of this officer who should invariably give his opinion in writing. The department should function more or less like the Finance department in the State administration. One branch of the department should be responsible to prepare the consolidated budget of the Council for all departments. Once this is approved by the Council it should go to the concerned Committees as an operative budget enabling the heads of the departments to proceed with the schemes without further reference to the Finance department. The heads of the departments, Chairmen of the Committees and the Committees should be permitted to incur extra expenditure in certain circumstances within such limits as are laid down by the Council and by finding funds by pro-rata reduction in other schemes. All other cases involving reappropriation or sanction of new schemes must be routed through the Budget branch. The Budget branch will have to deal with two distinct subjects. one concerning the budget of the Council itself and the other with the budgets of the Block Committees. Next, the Accounts branch will deal with proper maintenance of accounts of all departments of the local administration. This branch will need one Accounts Officer in Class II scale, and sufficient number of Accountants and supporting staff. The Accounts branch can be divided into three sections. One will deal with all establishment matters, the other

with accounts of schemes and the third with the accounts of the Works Department. At present, the Executive Engineer's office itself has accounts staff which will come as a section under the Accounts branch, thereby relieving the Works department of routine accounts work. The internal auditors mentioned above may be attached to the Accounts branch formed as a separate section.

15. The District Council and Block Committees will be called upon to make fairly heavy stores purchases. At present, stores in particular categories for all State departments are obtained through the State Central Stores Purchase Organisation. This has led to many delays and generally all departments are dissatisfied with the working of that Organisation. In addition. each department is allowed to make purchases within certain limits for which powers are also delegated to the State District Officers. It would be desirable that all purchase transactions are channelised through one Branch under the Finance department. The importance of following correct procedure for purchase of stores and of enforcing vigorous watch on their consumption and storage is obvious. Laxity in this can lead to serious mal-practices. For this reason, I would suggest the appointment of a fairly senior officer in charge of this branch under the Finance department. This branch will have at least two branches, each under an Assistant Stores Officer, one for purchases of Works department, which are generally heavy, and the other for all other purchases. The branch will be responsible to see that proper storage arrangements are made and to ensure that unwanted stores are not piled up.

WORKS DEPARTMENT

- 16. The Works department is responsible for all items of work involving civil and mechanical engineering. It will execute not only the works programme of the Council, which by itself will be sufficiently large, but will also be entrusted on, 'agency basis', practically all the works connected even with State sector schemes other than such works as are concerned with major irrigation or other concentrated activities justifying appointment of independent staff by the State. The Works department's financial commitments, in my opinion, will be very extensive and out of this as much as 40 per cent. may be on account of State works undertaken on 'agency basis'. In case of latter works, this department will have to take special care to ensure that they are executed according to the standards prescribed by the Government and stand the test of scrutiny by the higher State departmental officers.
- 17. The entire establishment of the present Executive Engineer of the Buildings and Communications department, together with some staff of the Irrigation and Public Health Engineering departments, would come over to the Council. It will have to take over the existing staff of the local bodies which is as much as 49 officers in class II, 651 persons in class III and 385 in class IV. From Appendix IX it will be seen that 57 officers in class I, 267 in class II and 3,336 and 2,048 persons in Class III and IV, respectively, will be available to the Council from Government departments. Thus, on an average each District Council will have under it, in the Works department, between

- 2 to 3 class I officers, 13 class II officers, 160 class III personnel and 82 class IV personnel. By pooling this entire staff and distributing it rationally, it should be possible to provide a very good complement of engineering staff to the Council and yet effect a substantial saving. It may be necessary to alter the structure of various constituents of this pooled staff as also provide a more effective pattern of staff organisation at the district and Block levels.
- 18. At the district headquarters, I would suggest that, instead of having 2 to 3 class I officers, it would be better if the head of the Department is designated as District Engineer having a scale of pay ranging between the present class I of State service and the pay-scale of Superintending Engineers. Similarly, 3 posts of Deputy Engineers may be created in class II in a scale equivalent to the first half of the present State class I scale and they may be designated as Deputy District Engineers for the reasons discussed hereafter. Implementation of this proposal will actually result in a saving to the Council and the State. The organisation of Works department will be generally similar to that of the Executive Engineer's office, except that one more branch will have to be added to deal with other works like Public Health Engineering, Irrigation, etc. Each of the Deputy District Engineers will be in charge of a branch. One such branch will be for 'Buildings', the other for 'Communications' and the third for the 'Other Works' mentioned earlier. The District Deputy Engineer's main job will be to provide technical scrutiny to the proposals received from Deputy Engineers attached to the Block Committes for grant of necessary technical sanction by the District Engineer or administrative approval by the appropriate authority. It is, therefore, necessary that the officers in charge of these branches should be of a higher status and calibre than the average Deputy Engineer.
- 19. This department will execute three distinct types of schemes. Government will entrust on 'agency basis' a number of schemes involving fairly large outlays to the local administration. This will include mostly State and National highways, roads which have been built out of particular funds, buildings of the officers for the State Government, buildings for schemes in the State sector, etc. Plans and estimates pertaining to these items would have to be prepared by the Works department and in most cases they will require approval of the State Superintending Engineer or the Chief Engineer. They will be susceptible to their inspection, final measurements, etc. While intermediate payments may be made by the Council staff, the final bill may be paid only subject to the approval of the State officers. It is likely that the works department may have to handle a considerable amount of correspondence arising out of these 'agency schemes'. In this matter, I would like to draw particular attention to the fact that a large number of State Government buildings would be located at the district headquarters and probably more would be constructed in due course of time. Their maintenance, repairs, etc., would cast a heavy burden on the Works department. I would, therefore, like to suggest that under the 'Buildings' branch there should be a section in charge of one or two Overseers, according to the quantum of work, to deal only with this item of work. If this is not performed satisfactorily, it will give rise to an undesirable trend in the State department to have its own staff.

- 20. The other type of work will be with regard to schemes which are sanctioned and approved by the Council and for which financial provision is made by the Council. These schemes will be executed by the Deputy Engineer and Overseers attached to the Blocks but the responsibility for their proper execution according to the standards laid down by the Works department would be that of the District Engineer. The works contemplated in this category are major district roads, primary health centres, veterinary dispensaries. high schools, etc. There will be a third type of works for which this department will be responsible only indirectly. These are works arising out of schemes which are entirely within the jurisdiction of the Block Committees: for example, other district roads, primary schools, villaged roads, etc. In these cases, the Block Committees would find funds for them and sanction the work for execution by the Deputy Engineers and Overseers attached to them. Reference will be made to the district officers for technical sanction only where the cost is above a specified limit. The District Engineer will be responsible, in a general way, to see that the standards adopted by the Block Committees for such work are technically sound or according to such 'type designs ' as may be prescribed by the Works department.
- 21. In the light of the discussion above, I would suggest that two of the branches, namely, one for 'Buildings' and the other for 'Communications' under the District Engineer should be divided into three sections, one dealing with State works on 'agency' basis, the other for works sanctioned by the Council and the thrid for works of the Block Committees or Village Panchayats. In the case of the third branch, namely, 'other works', one section may be for irrigation and the other for public health engineering. Each section would have to be provided with subordinate staff, depending on work-load. I expect that the work in Communications branch will develop considerably as a local administration, at all levels, is likely to give special priority to construction of new roads and improvement of the existing ones.
- 22. Except for works at the district headquarters, the policy of the Works department will be to operate through the engineering staff attached to Block Committees. There will be considerable amount of miscellaneous work of administrative nature relating to staff, stores purchase, meetings of the Council and its Committees, etc. For this purpose, it would be desirable to constitute a fourth branch termed as the General branch, in charge of a head clerk, relieving the technical personnel of administrative or routine work. I have also proposed that the Accounts department which is generally kept in the present-day office of the Executive Engineer should in the new set-up be taken over to the Finance department. The staff of the Accountant General's Office and the pattern of that branch can be retained with minor changes as required by the new circumstances.

AGRICULTURAL DEPARTMENT

23. Practically all the functions of the District Agricultural Officer will be transferred to the local administration. There may, however, be some items which should still be retained in the State sector for which it will not be

desirable to appoint separate supervisory staff. Most of such functions should normally be entrusted to the Council Administration on 'agency' basis. For example, nucleus seed or foundation seed farms in the district which are retained with the State department of Agriculture would have their own small organisations in the field, but their working would involve a certain amount of administrative and supervisory work which can be best done by an officer at the district level. Similarly, smaller research stations or farms which are technically controlled by the appropriate State departmental officer will be best looked after by the District Agricultural Officer. Considering the importance of the subject of Agriculture and the increased attention which it is likely to receive from the local bodies, I feel that the District Agricultural Officer should be of the status of at least a class I officer of the State Government. This is fully supported by the recent comprehensive report of the Nalaghar Committee appointed by the Government of India.

- 24. I would also suggest that in the Council's Agricultural department we should make an effort to co-ordinate all activities ancillary or related to agriculture, such as veterinary services, animal husbandry, dairy development, village forestry and fisheries. All these departments have considerable staff in the districts. It can all be pooled to provide adequate supervisory staff in each branch at the district level and sufficient operative staff at the Block Committee level in each sector. I would, therefore, visualise the Agricultural department as consisting of four main branches, one dealing with agriculture, second with animal husbandry, including veterinary services and dairving and activities connected with sheep, poultry, horses, etc., the third with fisheries and lastly, village forestry. The Agricultural branch should be under a Deputy District Agricultural Officer in class II service. He will have three sections. each under an Agricultural Supervisor or Officer. One section will deal with seed farms, research farms, etc., the second with rabi and kharif campaigns; the third with agricultural supplies of fertilisers, implements, iron and steel, etc., and the fourth with agricultural extension, including plant protection. In the Animal Husbandry branch there can be three or four sections. One will deal with veterinary dispensaries, the second with cattle development and artificial insemination centres, the third with poultry, sheep, piggery, etc. There will be a fourth section dealing with matters relating to staff, equipment and supplies required for the dispensaries and other units as well as miscellaneous correspondence of the department.
- 25. I feel that there is a great scope for associating the people with forestry programme. Unfortunately, till now, the average agriculturist regards development of forests as detrimental to his interests. It is necessary to re-orient his outlook to the problems of forestry. It will be necessary to associate Village Panchayats and Block Committees more closely with schemes of village forests, village grazing facilities, afforestation schemes and distribution of forest produce required by villagers in the vicinity of reserved forests. I, therefore, suggest that one branch may be created in the Agricultural department under a Ranger with some minor staff to assist the Block Committees and Village Panchayats in the implementation of these schemes and to serve as a liaison between them and the Forest department. Similarly, for

fisheries there is a great scope, both in respect of marine as well as inland. Here again the Village Panchayats and the Block Committees would have to be closely associated. I would, therefore, recommend that there be a Fisheries branch in charge of an Extension Officer who will assist the Village Panchayats and Block Committees in developing fisheries schemes and act as a liaison between them and the Fisheries department for obtaining advice, foundation, seed and equipment.

CO-OPERATION AND INDUSTRIES DEPARTMENT

- 26. In Appendix IX it is indicated that 50 officers in class II and 1,040 and 319 persons from classes III and IV, respectively, would come over to the Council. From the Cottage Industries department 25 Class II officers will come over with 438 and 173 persons from classes III and IV, respectively. It would be desirable to combine the subject of Industries with Co-operation as the latter will mainly consist of development of cottage industries as far as local administration is concerned and therein the co-operative agency has been found to be most effective. The Co-operation Committee is being entrusted with substantial function in the co-operative sector and it will also have to supervise the working of all Agricultural Produce Markets. The staff of the department coming over to the Council will consist of a very large number of persons in class III service. These could be pooled with the staff of Market Committees to provide adequate nucleus staff at the head-quarters and sufficient number of persons to work in the field at the disposal of the Block Committees.
- 27. I would suggest that of the two Assistant Registrars transferred to the Council, one may be upgraded to be in the scale equivalent to the first half of class I State service and he may be designated as the Senior Assistant Registrar and head of the department of Co-operation and Industries under the Council. He should be responsible for all promotional, extensional and supervisory activities for particular talukas, besides functioning as head of the department. The second Assistant Registrar should undertake these functions in the remaining talukas. Both these officers would work under the directions of the Co-operation Committee and will guide the Block Committees in their work. The third officer in the department may be the Industries Officer who should be responsible for all matters pertaining to cottage and village industries and also help the staff of the State Industries department in implementing larger industrial development schemes. The department as such can be divided into three branches, one dealing with agricultural credit, the other with industrial co-operatives and village and cottage industries and the third with agricultural produce markets and marketing generally. Each branch may be in charge of a Co-operative Officer or in the case of the second branch an Industries Inspector. Under the reorganised structure of Co-operative department, Government has provided one Deputy Registrar in class I and three Assistant Registrars in class II at the district headquarters. Of these, I have deliberately suggested retention of the Deputy Registrar by the State as his main functions would be to assist

and revitalise district institutions which are not included in the local sector entrusted to the Councils. These district institutions would be directly connected to their apex institutions, Reserve Bank and Government. It is, therefore, necessary that a person of Deputy Registrar's status is available at the district headquarters to assist and vitalise them. A large number of statutory functions would still be retained by the State department and hence he would need one Assistant Registrar to assist him for deciding all cases which come to the District Deputy Registrar from the two Assistant Registrars transferred to the Council Administration.

HEALTH DEPARTMENT

28. The Health department of the Council will deal with the integrated service of public health and medical relief. It would also be concerned with socio-economic schemes impinging on the subjects like family planning. child welfare, post and ante-natal treatment, special facilities to handicapped persons, etc. The field of this department is such that considerable public participation can be realised with the adoption of the right methods and sympathetic approach by proposed local bodies and the executive staff. Significant development in the last few years is the preparedness of the people to adopt preventive measures and their anxiety to obtain modern medical relief. The department will operate essentially through a network of primary health units and taluka dispensaries, the latter being progressively transformed into the pattern of primary health units or cottage hospitals. The main function of the department at the district headquarters would be to sanction primary health units and ensure that all of them are provided with adequate staff. equipment and medicines. The Medical Officer in charge of the primary health unit will be under the local administrative control of the Block Committee which can provide additional facilities to the centres out of its own resources. It is proposed to transfer almost all the functions of the Public Health department at the district level to the local administration. In addition, dispensaries, which are today under the Medical department, would also go over to the Council. The existing local bodies are also running dispensaries and medical aid centres. It will be the duty of the Health department to pool all these services and provide an integrated public health-cum-medical service from the village up to the district level where the District Civil Hospital should function as the final word in availability of medical relief in the district. Appendix IX will show that at present the local bodies have a medical staff consisting of 62 Officers in class II service and 393 and 56 persons in classes III and IV respectively. There are also 424 persons in class III in Ayurvedic Centres of the local bodies. With the addition of personnel transferred from the Medical and Public Health departments of the State, the total number of persons available in different classes to the Council, apart from the staff of the Ayurvedic Centres, is as shown below:--

With the likely upgrading of District Health Officers and certain other posts to class I cadre, each District Council, on an average, will get 1 to 2 class I officers, about 8 class II officers, 110 to 115 persons each in class III and class IV. Most of the staff would be functioning in the primary health centres and dispensaries. It will be seen from the details given in Appendix IX that the staff consists of 2 distinct types, one relating to medical relief and the other of the Public Health department. The primary health centre provides integrated service and hence it will be necessary to give it a balanced staff to provide for its dual functions. At the district headquarters, the head of the department will be the District Health Officer who should be a fairly senior class I Officer on the analogy of what I have stated regarding the District Engineer. The main functions of the department would be to receive proposals for establishing more primary health centres from the Block Committees where they will be prepared by the Medical Officer in charge of one of the existing primary health centres. The department at headquarters would. therefore, have to see only if the proposal is in accordance with the pattern prescribed by Government. The other work of the department, namely providing staff, equipment and medicines is also more of an administrative nature. It is, therefore, proposed that the District Medical Officer be given assistance of an Administrative Officer to attend to all such duties. be possible for the District Health Officer to undertake intensive inspection of the medical and health centres in the district.

29. Till such times as Government Civil Hospitals and cottage hospitals are not transferred to the Council, the Civil Surgeon will have to continue inspection of dispensaries and primary health centres from the points of view of medical, curative and operative treatments given at those centres. I am personally very doubtful if the Civil Surgeon will find it possible to have sufficient time and interest in this work. Further, it is obvious that provision of an integrated medical relief service demands the establishment of some intermediate institutions between the primary health centre and the district hospital. It would be necessary for the Council to provide the facilities of secondary centre, one for each taluka or, for the present, for a group of talukas. In this context, the local bodies can very well utilise the hospitals which are built and maintained by municipalities. With assistance from the Council they could be easily converted into secondary medical relief centres which would technically control and supervise the functioning of the primary health centres. The Council Administration will have to assist the municipalities in expanding their present hospitals on such terms as are mutually settled. I visualise that in each of these hospitals there would be adequate technically qualified staff to deal with all aspects in the spheres of both medical and public health as well as various other schemes like family planning, special aid to handicapped, special treatment to children, etc. In some places, at district H. Os. there is a bigger municipality which runs a better hospital with higher qualified staff. With the assistance of the Council, the district municipality should be able to enlarge the scope of its hospital. Such a hospital will have sufficiently qualified staff on the medical side which can be given the additional responsibility of ensuring adequate medical facilities at secondary and primary

units under the Council. It will then be possible for the Civil Surgeon to concentrate entirely on the Civil Hospital as specialised institution where Government can provide special equipment and facilities for special treatment.

30. The Administrative Officer under the Medical Officer may be an officer equivalent to a Deputy Collector's grade and could be appointed either from Deputy Collectors' cadre or from Public Health or Medical Service cadre. But he should be sufficiently senior to be able to scrutinise the proposals received from class II officers in charge of primary health centres or taluka dispensaries. There should be five branches under him, one dealing with staff and miscellaneous office correspondence, the second with equipment and medicines, the third with dispensaries and primary health centres, the fourth with establishment of secondary units and special programmes, like T. B. campaigns, and the last one with a variety of miscellaneous and yet important schemes undertaken by the Council or entrusted to it by the State, such as family planning, post and ante-natal treatment, etc.

EDUCATION DEPARTMENT

31. The Education department will be reconstituted out of the staff of the Education department transferred to the Council and that which will come over from the District School Boards. The latter has 67,594 persons in class III of which 64,414 are teachers. From the Education department the Council will get 23 class I, 97 class II officers and 15,874 and 1,409 persons in class III and class IV, respectively. Of the former, as many as 11,039 are primary school teachers and 3,646 Assistant Masters. Thus, out of 82,000 persons in class III who would be available, as many as 79,000 would be primary school teachers. The Head of the Education department should be the Educational Inspector in class I service. Practically the entire work of the department would be done through the Block Committees. The department at the Headquarters would be responsible directly for secondary education and such of the schemes of social education as have not been transferred to the Block Committees. The department can be divided into three branches at the headquarters, one for primary education, second for secondary education and the third for social education. Each may be in charge of a Deputy Educational Inspector as they will have to examine the proposals coming from Assistant Deputy Educational Inspectors who will be in charge of the work in the educational sector at the Block level. It has already been proposed that the post of Social Education Organisers should be abolished and the staff of the Education department should be made directly responsible for implementation of all schemes coming under Social Education.

CHIEF ADMINISTRATOR'S DEPARTMENT

32. Apart from subjects which can be clearly defined under various departments, there are certain items which should be made the direct responsibility of the Chief Administrator. As a person in charge of overall superintendence, he must be directly responsible for overall planning and co-ordination. It

will be useful if the Statistical branch with a Statistician in charge is left directly under the Chief Administrator. The Statistician can evaluate the results and prepare principal reviews for direct submission to the Chief Administrator. He will also have to handle personally high level correspondence with State Government and its officers. He will naturally himself have to attend to all matters regarding class I service of the Council Administration. For this purpose, it will be necessary to provide him with some staff.

BLOCK ADMINISTRATION

33. The Block Committee will be responsible mainly for three kinds of administrative functions. In the first place, it will implement all schemes and programmes sanctioned by the Council situated within the jurisdiction of the Committee. It will also propose suitable schemes for Council's sanction indicating the extent to which the Committee will be able to obtain public participation or contribute funds out of its own resources. Secondly, it will formulate policy and implement schemes with reference to the funds which are placed entirely at the disposal of the Committee or funds obtained as a result of its own efforts. Most of these activities, however, would be in the nature of supplementing the Council's schemes or independent minor development schemes. Lastly, the Committee will not only supervise the functioning of the Village Panchayats, but also encourage their growth and enlarge the scope of their developmental activities by providing financial and technical assistance as well as constant guidance. Thus, the implementing and executive agency for all schemes will ultimately be the Block Committee or the Village Panchayat. It would, therefore, be necessary to provide the Block Committee with a suitable type of administrative machinery which would be able to execute these functions efficiently. The Chief Executive Officer of the Committee will be the Block Development Officer who will also be its secretary. He will be in charge of the entire administrative staff of the Block, subject to such regulations as may be prescribed by the Chief Administrator or the departmental heads. It will be desirable to constitute the Block Administration into branches analogous to the departments at the Council level. The operative staff of all departments working at the taluka headquarters or in the taluka will have to be pooled with the staff of the Community Development programme and reconstituted into seven branches, namely, General, Accounts, Works, Agriculture, Co-operation and Industries, Health and Education. In the technical departments special care will have to be taken to ensure that all schemes arising out of the three functions discussed above are capable of being efficiently implemented without unnecessary reference to the departments at the district headquarters. As in the case of constitution of departments at the Council's headquarters, necessary care will have to be taken in planning the seven branches of the Block Administration so as to avoid multiplicity of offices and overlapping or duplication of agencies, Appendix IX indicates the extent of the staff which would come over to the Councils. Out of this, I have already shown that majority of class I and class II staff, with certain supporting personnel from classes III and IV, would form the District Local Administration. The bulk of the staff in classes III and IV

will have to be distributed among the Block Committees. The only class II staff which the Block Committee will have, will be the Block Development Officer himself, the Deputy Engineer, Medical Officers in charge of the primary health centres and Veterinary Officers in charge of veterinary dispensaries. In class III and class IV cadres, however, each Block Committee will have considerable staff in all sectors of developmental activities. On an average each District Council will have about 4,700 persons of class III of which, at the most, about 500 may be retained for the District Administration and the remaining 4,200 would be available to the Block Committees. On an average, in this State there are about 12 Blocks in a district which will give bout 350 persons in class III to each Block Committee. This number is much more than what is available to a Block under the Community Development programme. In fact, the Block Committee, in the new pattern, will not only implement the Community Development programme, but will also be responsible to execute schemes of all departments in the Block. The Committee will, therefore, get finances and staff to a much larger extent than what the Community Development Block has been getting hitherto. In view of these heavier responsibilities and larger scope it may be necessary to upgrade the post of Block Development Officer to that of Deputy Collector as has been done in the case of Multi-purpose Development Blocks under the Community Development programme. As an alternative designation to 'Block Development Officer', I may suggest 'Block Administrative Officer'.

34. I would recommend the lay-out of the Block Administration as indicated in the chart given in Statement II attached.

General Branch

35. The General branch will deal with all the subjects which have been discussed under General department of the Council Administration. It will be necessary to place this branch in charge of a Mamlatdar or a Mahalkari, and there will have to be distinct sections for dealing with subjects like planning and co-ordination, establishment, publicity, village panchayats, social welfare, prohibition and revenue matters. With regard to Village Panchayats and Revenue work, this branch will have special responsibility. Growth of Village Panchayats would depend on the extent to which Block Committees assist them. The Block Committee will have to supervise the functioning of Village Panchayats and to undertake most of the functions under the Village Panchayats Act on behalf of the Council. Similarly, in revenue matters the Block Committee will have to exercise constant vigilance to ensure that Village Panchayats are satisfactorily carrying out the duties entrusted to them. There are likely to be many appeals in both these matters regarding action taken by Village Panchayats. It is this branch which will be responsible for framing proposals to increase revenue sources both for the Block Committee and the Village Panchavat. In fact, the pace of development will depend on the extent to which both these bodies are able to enlist public participation by proposing levy of taxes or agreeing to contribute in cash or kind.

Accounts Branch

 Next, the Accounts branch should be in charge of a Senior Accountant with three sections for budget, accounts and stores, in the same manner as is proposed for the Finance Department of the Council Administration. branch will consolidate the budget of the Block Committee as far as its own funds are concerned and send proposals for incorporation of schemes by the Council in its budget. Proper budgetting and watch on expenditure will have to be maintained by this branch on the schemes which are undertaken by the Block Committee as an agency of the Council. For this purpose, the Council will have to provide some funds in advance to the Block Committee so as to avoid any dislocation in the progress of works. The Accounts section will maintain the accounts of all the branches under the Block Similarly, the Stores section will be responsible for requirements of stores for all the branches. It will consolidate the indents received from each branch and forward them to the Stores Officer under the Finance Department. It will also ensure proper storage and consumption. The Block Committee will be authorised to incur expenditure up to such limits as are prescribed by the Council and all purchases by the Block Committee will have to be done by the Stores section of the Accounts branch.

Works Branch

37. The works branch will be responsible for undertaking all items of work involving civil or mechanical engineering. I have already indicated that the Works Department at district headquarters will operate only through the engineering staff given to the Block Committees. At present, the practice is to give one Deputy Engineer for the district for all Community Development works and there are Deputy Engineers for different types of works situated at various places in the district. When all these Deputy Engineers are pooled. the Council will get, on an average, 13 per district. Of these, 3 would be retained at the district headquarters and 10 would be available for the Block Committees. It is my experience that during implementation of works programmes the procedure prescribed is such that only the Deputy Engineer is competent to give technical sanction to most of the works which would be undertaken by the Block Committees. In view of the increased work-load of the Block Committee I would recommend that ultimately there should be one Deputy Engineer for each Block Committee as the head of the Works branch. There may, however, be Block Committees with lighter work-load and in those cases one Deputy Engineer may be posted to work under two Block Committees. On an average, as stated ealier, it should be possible to provide 10 Deputy Engineers to the Block Committees whereas I expect that there would be about 12 Blocks in a district. It may be advisable to reduce the number of Overseers, but ensure that there is one Deputy Engineer for a Block, who can effectively function as head of the Works branch, efficiency of which will determine to a considerable extent the pace of implementation of schemes sanctioned by the Council and the Block Committee. After analysing figures in Appendix IX, I find that it should be possible to post 3 to 4 Overseers for Block. This, in my opinion, is excessive and I would recommend that two Overseers be allotted to a Block of the size of standard C. D. Block and 3 Overseers to bigger Blocks. With regard to functioning of the Overseers, I would recommend that they should be given well-defined territorial jurisdiction, generally along the main arteries of the Block area. Each Overseer should be given a complementary supporting staff, wherein also there is considerable scope for reduction by pooling. The Overseer should be responsible for all types of work in his jurisdiction. Thus, when an Overseer goes out for inspection of a road or for supervising its improvement, etc., whether it be national highway, State highway or any other kind of road, he will also inspect various other types of works along the road and in villages on both the sides. Thus, for all works programmes one Overseer will definitely be held responsible. With limited jurisdiction he will be able to visit villages often and the necessary technical guidance to the Panchayats for their constructional works. The common complaint which is heard from Village Panchayats is that the overseer attached to the Community Development Block is not able to give them any assistance due to his large jurisdiction and pre-occupation with the Block programme. This defect will be removed by the above suggestion.

Agricultural Branch

38. The Agricultural branch will deal with all schemes relating to agriculture proper, veterinary, animal husbandry, dairying, village forestry and fisheries. By pooling the staff of Agricultural Officers, Supervisors and Assistants transferred from the Agricultural department with those working under the Community Development programme, it should be possible to appoint two Agricultural Officers or one Agricultural Supervisor and one Agricultural Officer with 4 Agricultural Assistants for each Block. It has also been proposed that the posts of Gram Sevaks, who are expected to spend 80 per cent of their time on agriculture, should be abolished and instead more Agricultural Extension Officers appointed at the Block level. I consider that it would be necessary to appoint at least two Agricultural Officers or Supervisors with 4 Agricultural Assistants for each average-sized Block, which number may be increased to 3 Agricultural Officers or Supervisors and 6 Agricultural Assistants for bigger Blocks. The senior Agricultural Officer or Supervisor should be the head of the Agricultural branch of the Block Administration and he should have different sections dealing with schemes of agriculture, veterinary and animal husbandry, forestry and fisheries departments. The work in the field would, however, be entrusted to Agricultural Officers or Supervisors, each with limited jurisdiction. It should be possible to appoint one such Extension Officer for 20 to 30 villages who can thereby undertake more intensive touring and provide necessary guidance to the Gram Sevaks and Village Panchayats. The Agricultural Officer will also be responsible to implement schemes of dairy development, village forestry grassland development, etc. The Agricultural Assistants would similarly be allotted a group of villages with headquarters at important villages or at the Block headquarters, according to local conditions. In the field of animal husbandry and veterinary services there would be veterinary dispensaries and stockman centres. At present, there is one veterinary dispensary with one or two stockman centres in each Block. The officer in charge of this dispensary will implement all programmes of cattle, sheep and poultry development and allied schemes in the villages allotted to the particular veterinary dispensary. He will also be responsible for schemes of Fisheries department. In Blocks where there is potential for development in particular spheres like dairying, fisheries, poultry, etc., appointment of Special Extension Officers may be justifiable.

Co-operation and Industries Branch

39. This branch would be responsible for promotion and extension of co-operative movement, supervision of co-operative societies in the Block, industrial and processing co-operatives, agricultural produce markets and marketing generally and for cottage industries. There may be appropriate sections in the branch to deal with these varieties of subjects. Combining the posts of Co-operative Officers, Assistant Co-operative Officers and Supervisors transferred from Co-operative Department with the co-operative staff employed by Community Development Blocks, it should be possible to provide one Co-operative Officer in grade I or II and two Assistant Co-operative Officers with three Supervisors to each Block. The Co-operative Officer would be the head of the branch in the Block Administration. He, as well as the two Assistant Co-operative Officers, should be allocated a definite number of villages in the Block wherein they will be responsible for all activities in the sphere of co-operation. Thus, when a Co-operative Officer or the Assistant Co-operative Officer goes to a particular village, he will not only undertake promotional and extensional work but inspect the local cooperatives to supervise their proper functioning and take initiative in forming new industrial or other co-operative societies. He will also that supplies channelised through the co-operatives are adequate to implement the agricultural programme of the village. Another important section of this branch would be supervision of regulated markets. The Block Committee or its sub-committee would function as the Managing Committee of the regulated market. At present, each regulated market has its ownt staff, This entire staff would come over to the Block Administration and it should be possible for the Block Committee to appoint a Marketing Inspector or an Assistant Marketing Inspector with necessary staff to supervise the working of the market. Wherever necessary, the Block Committee may constitute a local committee for day-to-day management of the market. Combining the staff made available by the regulated markets with the co-operative staff, it should be possible to provide adequate personnel for all the activities of the Co-operative branch.

Health Branch

40. With regard to Health branch, normally there is at least one primary health centre or taluka dispensary in each Block. The Medical Officer in charge of this centre should function as head of the health branch under the Block Administration. He may be given some small clerical assistance for this purpose. Normally, if there are more than one primary health centres, the Senior Medical Officer could be posted at the Block headquarters. He may be given an assistant to help him with regard to formulation and implementation of ancillary health and medical programmes like school health services, family planning, child welfare, etc. and also for co-ordination with municipal hospitals, if any. The actual implmentation of health programmes would be through the agency of the primary health centre or the taluka dispensary.

Education Branch.

41. On the basis of staff which is proposed to be transferred to the Councils it should be possible to post at least two Assistant Deputy Educational Inspectors for each Block. Separately, it is already suggested that posts of Social Education Organisers, both men and women, given to each Block should be abolished. It should thus be possible to post 3 or 4 Assistant Deputy Educational Inspectors to each Block. I would suggest that each Block should be given one Deputy Educational Inspector and two Assistant Deputy Educational Inspectors. The Deputy Educational Inspector will be head of the Education branch of the Block Administration. He may have 3 sections under him, dealing with primary and basic education, secondary education and social education. The work in the field, however, would be done by the two Assistant Deputy Educational Inspectors who would be allotted a particular number of villages each. Here again all educational programmes would be implemented and supervised by the Assistant Deputy Educational Inspector in villages allotted to him. He should utilise the teachers (men and women) at the village level to enlarge the scope of social adjucation schemes. Village Panchayats should be given certain disciplinary control on the school teacher and should be closely associated with day-to-day running of the schools. An Assistant Deputy Educational Inspector, who will have about 20 to 30 villages under him, can effectively give necessary assistance to the Village Panchayats and also see that schemes of the Block Committees are efficiently implemented in those villages.

Note.—The Committee has not examined the number and categories of staff shown in this note including proposals for upgrading of certain posts made therein and its recommendation in para. 8.32 concerning this note is only regarding the general pattern of the working of the Council and Block administrations.



STATEMENT

BLOCK

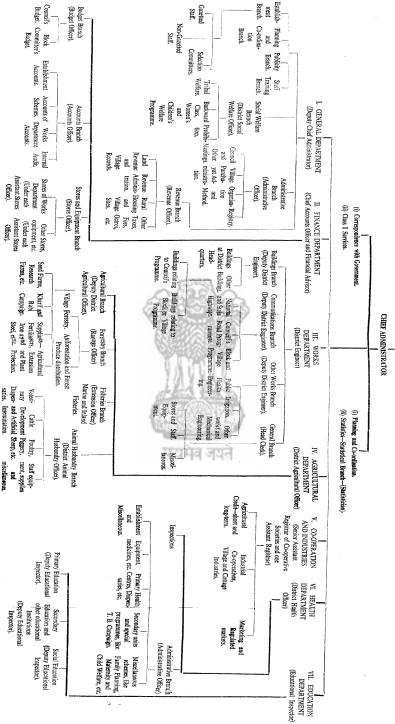
CHAIRMAN AND

BLOCK DEVELOPMENT

		BLOCK DEVELOPMENT
GENERAL BRANCH	ACCOUNTS BRANCH	WORKS BRANCH
(Mamlatdar or Mahalkari)	(Sr. Accountant)	(Dy. Engineer)
(1) Planning, Co-ordination and Statistics. (2) Publicity. (3) Establishment. (4) Training. (5) Social Welfare. (6) Prohibition. (7) Village Panchayats. (8) Revenue Administration. (9) Meetings. (10) Registry.	(1) Budget— (a) Council's Schemes. (b) Block Committee's budget. (c) Village Panchayat. (2) Accounts— (a) Establishment. (b) Schemes. (3) Stores— (a) Stores indents and purchases. (b) Storage. (c) Evaluation of consumption.	(1) Buildings. (2) Communications. (3) Minor Irrigation. (4) Rural Water Supply. (5) Other public health engineering schemes. (6) Mechanical Engineering Schemes. (7) Technical sanction and guidance to Village Panchayat works.
Staff	Staff	Staff
Aval Karkuns. Clerks. Inspectors.	Budget Assistants. Accountant. Stores Assistant. Senior and Junior Accounts Clerks	Draughtsmen and Tracers. Maistries.

DISTRICT COUNCIL ADMINISTRATION STATEMENT I

PRESIDENT, VICE-PRESIDENT AND CHAIRMEN OF COMMITTEES



ADMINISTRATION

DEPUTY CHAIRMAN, BLOCK COMMITTEE

OFFICER

AGRICUL- TURAL BRANCH	CO-OP. AND INDUSTRIES BRANCH	HEALTH BRANCH	EDUCATION BRANCH (Deputy
(Agricultural Officer)	(Co-operative Officer, Grade I)	(Senior Medical Officer)	Educational Inspector)
(1) Agricultural Extension. (2) Plant Protection. (3) Supplies—Seeds, fertilisers, iron and steel, etc. (4) Farms—Research and Seed. (5) Animal Husbandry. (6) Veterinary Centres and Artificial Insemination Sub-Centres. (7) Sheep, Poultry Piggery, etc. (8) Fisheries. (9) Village Forestry and afforestation. (10) Dairying.	(1) Promotion and Extension. (2) Supervision. (3) Industrial and Processing Co-operatives. (4) Regulated Markets and Marketing. (5) Cottage and Village Industries.	(1) Primary Health Centres and Dispensaries. (2) Secondary Health Centres. (3) Public Health Programmes. (4) Maternity and Child Welfare. (5) Family Planning. (6) All other medical or health programmes. (7) S. M. P.— Ayurved or Unani Centres.	(1) Primary Education. (2) Secondary Education. (3) Social Education. (4) Sports, Playground etc.
Staff	Staff	Staff	Staff
2 3 Agricultural Supervisors. 4,6 Agricul- tural Assistants. 1/2 Veterinary Officers. 4/6 Stockmen, Fisheries, Dairy or Forestry. Assistants, if necessary.	2 Assistant Co-operative Officers. 3 Supervisors. Markets Inspectors and regulated market staff.	1/2 Medical Officers. 2 Vaccinators. 1 Sanitary Inspector. Subsidised Medical Practioners. Nurses, Dais, etc.	2 Assistant Educational Inspectors. School teachers,

APPENDIX XII (SEE PARA 8.32)

Administrative and financial powers of the Chief Administrator, District Heads of Departments and Block Development Officers

- (1) Powers and functions of the Chief Administrator.
- (i) Right to be present at all meetings of the District Council and any of its Committees (i.e., Standing Committee, Subject-matter Committees and Block Committees).
- (ii) To exercise entire executive power for carrying out the activities of the District Council subject to the powers of the District Council, Standing Committee, Subject-matter Committees, Block Committees, President and Vice-President of the Council, Chairmen of the Committees and Deputy Chairmen of Block Committees.
- (iii) To supervise and control the execution of all activities of the District Council.
- (iv) To take all measures needed for speedy execution of all schemes and works of the District Council.
- (v) To appoint class III and class IV servants of the District Council subject to the recommendations of the appropriate Selection Committee,
 - (vi) To exercise powers of disciplinary control as given in Appendix X.
- (vii) To sanction works and schemes not involving an estimated non-recurring expenditure of Rs. 15,000 or recurring expenditure of Rs. 5,000 per annum in each case.
- (viii) To sanction tenders and contracts for sanctioned works or sehemes estimated to cost not more than Rs. 15,000 in each case.
 - (ix) To execute contracts on behalf of the District Council.
- (x) To acquire moveable property not exceeding Rs. 5,000 in value in each case and immoveable property valued at an amount not exceeding Rs. 5,000.
 - (xi) To transfer or sell moveable property not exceeding Rs. 2,500 in value.
- (xii) To call for information or returns from any of the officers or servants of the Council.
- (xiii) To grant leave of absence for a period not exceeding two months in the case of class I and class II officers.
- (xiv) To hold custody of all papers and documents connected with the proceedings of the District Council or any of its Committees excluding Block Committees.
- (xv) To delegate his powers and functions to the Deputy Chief Administrator and District Heads of Deartments subject to rules in that behalf.
- (xvi) To call for explanation of any officer or servant working under the Council.
- (xvii) To write confidential remarks on all class I and class II officers of the Council periodically, to submit confidential remarks in respect of class I servants to the President and to prescribe the procedure for writing of confidential remarks of other servants under the District Council.
 - (xviii) To act as drawing and disbursing officer for the funds of the

Council and to delegate these powers subject to rules made in that behalf.

- (xix) To sanction loans not exceeding Rs. 2,500 in each case.
- (xx) To sanction contingent expenditure of Rs. 500 on each single item of a non-recurring nature and Rs. 250 of a recurring nature.
- (xxi) To write off irrecoverable dues and losses up to an amount of Rs. 100 in each case.
 - (2) Powers and functions of the District Heads of Department under the Council.

All the functions and powers exercised by them at present to be continued subject to the following—

- (i) powers of technical sanction should be fully vested in the district heads of departments concerned for the purpose of according technical sanction to any scheme or work which the District Council is competent to take up;
- (ii) powers of disciplinary control should be exercised by the district heads of departments as given in Appendix X;
- (iii) all district heads of Departments should write confidential remarks on all class II officers working under their respective administrative control periodically and submit them to the Chief Administrator; and
- (iv) in regard to any other matter in respect of which the Chief Administrator exercises powers, the powers of the head of the department concerned should be up to such limit as is prescribed for the powers of the Chief Administrator.
 - (3) Powers and functions of the Block Development Officers.
 - (i) Right to be present at all meetings of the Block Committee.
- (ii) To accord administrative approval to schemes and works to be undertaken from the 'Biock' grants not involving an estimated non-recurring expenditure of more than Rs. 5,000 and/or recurring expenditure of more than Rs. 1,000 per annum.
- (iii) To sanction loans to individuals up to an amount of Rs. 500 in each case.
- (iv) To incur contingent expenditure upto Rs. 100 on any single item of non-recurring expenditure and up to Rs. 25 per month on any single item of recurring nature.
- (v) To grant leave of absence to class III and class IV servants of the Council working in the Block subject to instructions issued in that behalf by a competent authority.
- (vi) To hold custody of all papers and documents connected with the proceedings of the Block Committee.
- (vii) To call for explanation of any servant working under his administrative control.
- (viii) To call for information or returns from any officer or servant working under his administrative control.
 - (ix) To exercise powers of disciplinary control as given in Appendix X.
- Notes,—(1) All financial powers proposed for being exercised by various authorities are intended to be exercised subject to budget provisions.
- (2) All powers and functions are to be exercised subject to general policy directives and instructions issued by competent authorities.

Serial

No.

APPENDIX XIII

(SEE PARA. 9.2)

A List of Village Panchayat Resources

Act

Section

Resources

((2)	(3)	(4)
	I. Tax resources.		
1	Tax on buildings and lands (not subject to payment of agricul- tural assessment).		124 (1) (i).
2	Octroi	Do.	124 (1) (ii).
3	Pilgrim tax	Do.	124 (1) (iii).
4	Tax on fairs, festivals and other	Do.	124 (1) (iv).
	entertainments.	13100	
5	Tax on bicycles and animal-	Do.	124 (1) (v).
	drawn vehicles	117	
6	Tax on the following professions,	64.3	
	trades, callings or employ-	EM 50	
	ments, namely :	115.17	
	(a) shop-keeping and hotel-		
	keeping.	CX1-2	
	(b) any trade or calling (other		
	than agriculture) carried on	l .	
	with the help of machinery	(124 (1) (vi).
	run by steam, oil, electric		
	power or manual labour,		
	manual labour, and		
	(c) profession or calling of		
	brokers in cattle markets.	j	
7	General sanitary cess for con-	Do.	124 (1) (vii).
	struction and/or maintenance		
	of public latrines and for		
_	removal and disposal of refuse.		
8	General water rate imposed in the	Do.	124 (1) (viii),
	form of a rate assessed on	•	
	buildings and lands or in any		
	other form best adopted to the		
	circumstances of any class of		
	cases.		

Appendix XIII-contd.

Seri No	Resources	Act	Section	
(1)	(2)	(3)	(4)	
	I. Tax resources—contd.			
9	Any other tax (not being a toll on motor vehicles or trailers, save as provided by section 14 of the Bombay Motor Vehicles Tax Act, 1935) which the State Legislature has power to impose and which has been sanctioned by the State Government.	Bombay Village Panchayats Act, 1958.	124 (I) (ix).	
10	Special water rate for water supplied by the Panchayat through pipes, imposed in any form.	Do.	124 (1) (xii).	
11 :	Special sanitary cess on private latrines, premises or compounds cleaned by the Panchayat agency.	Do.	124 (1) (xv).	
12	Cess at the rate of twelve Naye Paise on every rupee of every sum payable as ordinary land revenue to be levied and collected by the State Government on the application of the Panchayat.	Do.	127.	
	II. Non-tax resources.			
.3]	Fee on markets and weekly bazars.	Do	124 (1) (x).	
.4]	Fee on cart-stands and tonga- stands.	Do.	124 (1) (xi).	
[5]	Fee for supply of water from wells and tanks vesting in the Panchayat for purposes other than domestic use and for	Do.	124 (1) (xiii).	

cattle.

Appendix XIII-concld.

	rial Resources	Act	Section
(1) (2)	(3)	(4)
	II. Non-tax resources—contd.		
16	Fee for temporary erection on, projections over, or occupation of, any public street or place.	Bombay Village Panchayats Act. 1958.	124 (1) (xiv).
17	Fee for cleansing a cesspool constructed on land.	Do.	124 (1) (xvi).
18	Fee for grazing cattle on grazing lands vesting in the Panchayat.	Do.	124 (1) (xvii).
	III. Government Grants.		
19	Amount not less than 25 per cent. and not more than 30 per cent. of the ordinary land revenue collected in the revenue year immediately preceding.	Do.	131.
20	Grant-in-aid of Rs. 250 each to Village Panchayats established up to 31st March 1954 and Rs. 500 each to Village Panchayats established, thereafter, for provision of amenities. (Only for backward and Adiwasi areas of Western		

Maharashtra region).

Section

APPENDIX XIV

(SEE PARA: 9.3)

Act

A list of District Local Board, District Board and Janapada Sabha resources

Resources

No.	(2)	Act		Section					
(1)	(2)	(3)		(4)					
	I. Tax Resources								
1 (Cess levied by the State Government at the rate of three annas on every rupee of every sum payable as ordinary land revenue except certain excluded sums. Every sum which would have been assessable on any land as land revenue had there been no alienation of land revenue or had the land not been talukdari land is liable to the levy of the cess.	Bombay Boards 1923.	Local Act,	93 (1) (b) and (c)					
	No cess is, however, levied on sums below four annas and the amount of the cess, if not a multiple of three pies, is increased to the next highest multiple of three pies.	जयते							
2 (Cess levied by State Government not exceeding three annas on every rupee of water rate leviable under the provisions of the Bombay Irrigation Act, 1879.	Do.	••	95.					
3	Taxes, other than a tax not being a toll on vehicles, animals or persons and a tax on motor vehicles (save as provided in section 20 of the Bombay Motor Vehicles Tax Act, 1958) which the State Legislature has power to impose in the State, subject to any general or special orders of the	Do,	••	99,					

Serial

Appendix XIV—contd.

Serial	Resources	Act	Section
No. (1)	(2)	(3)	(4)

I. Tax Resources-contd.

State Government in this behalf. The taxes are to be imposed with the sanction of the Commissioner and subject to the modifications or conditions prescribed by him. In certain cases they are not leviable on Government property, etc.

- 4. Taxes levied immediately before the commencement of the Constitution, notwithstanding that any of such taxes is not a tax which the State Legislature has power to impose in the State, until provision to the contrary is made by Parliament by law.
- 5. Local cess levied by Govern- Hyderabad District 135 (1) and (2). ment at the rate of two annas on every rupee of land revenue. In Ijara villages, local cess is levied on the Qaul amount during the period of the liara and on the annual land revenue demand thereafter. Inam lands the local cess is levied on their full land revenue assessment. It is not leviable on the following items of revenue :---
 - (a) fees for grazing:
 - (b) sale-proceeds of usufruct of trees; and
 - (c) penalties, fines or any charge imposed under the Land Revenue Act

Bombay Local 99. Boards Act. 1923.

Boards Act. 1955.

APPENDICES

Appendix XIV-contd.

Serial	Resources	Act		Section
No (1)	(2)	(3)		(4)
	I. Tax Resourc	es contd		
	of 1317, Fasli, as penalty	es—conta.		
	or interest in case of			
	default. (In case, how-			
	ever, of fines and penal			
	assessment imposed for			
	unauthorised culti-			
	vation, local cess is levied			
	on simple assessment.)			
6.	Special tax on houses, buildings	Do.	••	138.
	or lands (in the whole or	BAR		
	a part of the area within the	0005		
	jurisdiction) for providing	3222		
	amenities to inhabitants of	269		
	such area. This tax is imposed with the previous	14		
	sanction of Government and	4.4		
	subject to prescribed rules.	41.7		
	This tax is not leviable in	1000 A		
	respect of any land on which	N.E.F		
	local cess is collected.	Charles .		
7.	Tax on persons exercising any	Do.		139 (1) (a).
	profession, trade, calling or	14/1		
	employment.			
8.	Market tolls on vehicles and	Do.	• •	139 (1) (b) and
	laden animals bringing goods			139 (2)
	for sale into public market			
_	or at fairs.			440 (4) 43
9.	General water rate when public	Do.	••	139 (1) (e).
	water taps or standposts have been fixed for the use of the			
	public.			
10.	Tax on public entertainments	Do.		139 (1) (f) ,
10,	and amusements.	٠,٠	••	(*) () //
11.	Tax on pilgrims visiting	Do.		139 (1) (g),
	a shrine, Urus or Jatra			
	subject to certain conditions.			
12.	Tax on vehicles kept within the	Do.	, ,	139 (1) (h).
	Board's limits.			

Appendix XIV—contd.

Serial No.	Resources	Act	Section
(1)	(2)	(3)	(4)

I. Tax Resources—concld.

13. Toll at the toll bars on any Hyderabad District 139 (1) (i) bridges or road-way constructed from out of the District Fund on vehicles and animals used for driving, drought or burden, passing on them.

Boards Act, 1955.

14. Cess at the rate of thirty pies per rupee or part thereof on the land revenue or rent assessed or fixed on land or the lease-money payable in respect thereof whether or not such land revenue or rent or lease-money or any portion thereof has been released, compounded for or redeemed. On a proposal made by the Janapada Sabha in the prescribed manner, the State Government can, on being satisfied that the Sabha's financial position justifies a reduction, sanction a reduction in the rate of the cess to such extent as it may deem fit.

Central Provinces 85 (1), (2), (3) and and Berar Local (4). Govern m e n t Act, 1948.

15. Tolls on vehicles, pack-animals or potters bringing goods for sale into public market.

16. Any tax, toll or rate, other than those imposed under sections 85 and 89, the first imposition of any such tax, toll or rate being subject to previous sanction of State Government.

Do. 89 (b).

Do. 90 (1) and (2),

,	Appendix X	IVcontd.	
Serial No.	Resources	Act	Section
(1)	(2)		(4)
	I. Tax Reso	urces—contd.	
17.	Increase in stamp duty by one half per cent on the value of immovable property situated within the area of the Janapada Sabha or on the amount secured by the instrument, on instruments of sale, gift or usufructory mortgage, as the case may be.	Cental Provinces and Berar Local Government Act, 1948.	97-A (1).
	II. Non-Ta	x Resources.	
1.	Market fees for the right to exhibit goods for sale in a public market or at fairs.		139 (1) (c) and 139 (2).
2.	Fees for the registration of animals sold in a public market.	C1 (1.1)	139 (1) (<i>d</i>).
3.	Fees for licences granted under the Hyderabad District Boards Act.	Do	143 (1).
4.	Fee for use of building or land belonging to or under the control of the District Board.	а <u>пр</u> до	143 (2).
5.	Licence fees on brokers, com- mission agents, weighmen or measures practising their cal- ling within public markets.	Central Provinces and Berar Local Gover n m e n t Act, 1948.	89 (a).
6.	Market fees for the right to expose goods for sale in public market or for the use of any building or structure therein.	Do	89 (c).
7.	Fees on the registration of animals sold in public market.	Do	89 (d).
8.	Fees on licences granted under sub-section (2) of section 119 permitting the levy of fees or tolls.	Do	123.

Appendix XIV—concld.

III. Government Grants

(A) Grants for genegral purposes:

- (1) 5 per cent Land Revenue.
- (2) 2 per cent Forest Revenue.
- (3) 50 per cent of the expenditure incurred on account of the dearness allowance paid to the staff of the local bodies.
- (4) Grants for maintenance of chavdis taken over by the District Local Boards from Government.
- (5) Stamp Duty grant to Janapada Sabhas.
- (6) Grant for construction of village approach roads and other smaller means of communication.

(B) Education:

(7) Primary education grant payable to a Janapada Sabha equal to its approved expenditure *minus* its income. (Such grant is also payable to a District School Board).

(C) Animal Husbandry:

- (8) Grant-in-aid towards pay, allowances, leave salaries and Pension charges of Veterinary Officers and Stockmen in charge of veterinary dispensaries maintained by local bodies.
- (9) Grant-in-aid to Janapada Sabhas equal to 1/3rd of the amount collected under the ex-Madhya Pradesh State Animal Preservation Act.
- (10) Grant-in-aid equal to amounts spent by local bodies for spirituous medicinal preparations.
- (11) Grant-in-aid to District Local Boards for running veterinary dispensaries maintained by local bodies.

(D) Public Health, Sanitation and Water Supply:

- (12) Grant-in-aid for anti-epidemic measures.
- (13) Grant-in-aid to District Local Board, Poona, equal to pay and allowances of Medical Officers (class II and class III).
- (14) Grant-in-aid to District Local Boards for vaccination establishment.

(E) Social Welfare:

- (15) Grants to District Local Boards for communications in scheduled areas.
- (16) Grants for repairs to wells in or near Harijan localities or wells predominantly used by Harijans.
- (17) Grants for drinking water wells for scheduled tribes.



सन्यमेव जयते

APPENDIX

(SEE PARAS.

Statement showing Land Revenue Grants and Equalisation

Seria	al No. and name of district.		Rural population (1951 Census)	Land Revenue collec- tion (1958-59).
	(1)		(2)	(3)
		a diag	10	Rs.
1.	Thana	E SSE	9,02,249	21.94.000
2.	Kolaba	Carlo and	8,13,055	23,87,000
3.	Ratnagiri		15,53,858	14,12,000
4.	Nasik	ONERSE	10,59,966	20,91,000
5.	Dhulia	1.1797	8,65,000	25,78,000
6.	Jalgaon	77899	10,03,918	46,67,000
7.	Ahmednagar	J-1823 B	11,96,041	53,53,000
8.	Poona	A TOTAL DE	11,16,253	29,06,000
9.	Satara		10,14,970	30,61,000
10.	Sangli	(Barr 3000-7	7,13,211	23,32,000
11.	Sholapur	TENNINA I	10,35,098	35,97,000
12.	Kolhapur	संवयमा	10,30,603	.27,43,000
13.	Aurangabad		10,12,789	37,51,000
14.	Parbhani		8,56,542	31,05,000
15.	Bhir		7,39,540	22,33,000
16.	Nanded		8,16,624	30,58,000
17.	Osmanabad		10,51,005	31,15,000
18.	Buldana		7,26,571	28,70,000
19.	Akola	• •	7,40,762	36,12,000
20.	Amravati	• •	7,48,221	35,41,000
21.	Yeotmal	••	8,20,250	17,11,000
22.	Wardha	••	4,13,051	13,29,000
23.	Nagpur	• •	6,56,906	21,02,000
24.	Bhandara	••	9,79,692	14,56,000
25.	Chanda	• •	8,85,140	12,50,000
		Total	2,27,51,644	6,84,54,000

Note.—Figures of land revenue collections shown in columns (4) and (5) are not been excluded from

XV 9.6 AND 9.9) Grants to Village Panchayats and District Councils

Amount of	Amount of	Equalisation	Equalisation
grants to Vil-	grants to	grants to	grants to
lage Pancha-	District	Village Pan-	District
yats (At the	Councils (At	chayats [At	Councils
rate of 30	the rate of	the rate of	[At the rate
per cent of	70 per cent of	Re. 1 per	of Rs. 2 per
land revenue	land revenue	capita minus	capita minus
collection)	collection)	land revenue	land revenue
		grant shown	grant shown
		in cloumn (4)]	in column (5)
(4)	(5)	(6)	(7)
Rs.	Rs.	Rs.	Rs.
6,58,000	15,36,000	2,44,000	2,68,00
7,16,000	16,71,000	97,000	
4,24,000	9,88,000	10,29,000	21,19,00
6,27,000	14,64,000	4,33,000	6,55,00
7,73,000	18,05,000	92,000	
14,00,000	32,67,000	40	
16,06,000	37,47,000	77	• • • •
8,72,000	20,34,000	2,44,000	1,98,00
9,18,000	21,43,000	97,000	
7,00,000	16,32,000	13,000	
10,79,000	25,18,000		
8,23,000	19,20,000	2,07,000	1,40,00
11,25,000	26,26,000	• • • •	
9,31,000	21,74,000	••••	• • • •
6,70,000	15,63,000	1,70,000	• • • •
9,17,000	21,41,000		
9,34,000	21,81,000	1,17,000	
8,61,000	20,09,000	• • • •	
10,84,000	25,28,000	****	• • • •
10,62,000	24,79,000	• • • •	• • • •
5,13,000	11,98,000	3,07,000	4,42,00
3,99,000	9,30,000	14,000	••••
6,31,000	14,71,000	26,000	
4,37,000	10,19,000	5.43,000	9,40,00
3,75,000	8,75,000	5,10,000	8,95,00
2,05,35,000	4,79,19,000	41,43,000	56,57,000

rough estimates, as the land revenue collected in municipal areas has figures in column (3).

APPENDIX XVI

(SEE PARA: 10.2)

A statement showing powers of Supervision and Control of Government, Commissioner and Collector

Sei No	Power:	Act	• Section
(1)	(2)	(3)	(4)
	I. Powers of Go	vern ment.	
1	Government may, on the re- commendations of the Board, remove any member of the Board for misconduct in the discharge of duties or for dis- graceful conduct or if the member has become incapable of performing his duties.	Bombay Loca Boards Act, 1923.	
2	Government has power to approve investment of any portion of the local fund in securities, etc.	Do	74
3	Government can require a Board to take measures for removing any objection to any tax leviable by the Board under certain circumstances and on failure of the Board can suspend the levy of such tax.	Do. । जयने	103
4	If the Board fails in the performance of any of its duties, Government may fix a period for the performance of the duty by the Board.	Ďо	127
5	Government may cause enquiry to be made by any of its officers in regard to any Board, or matters concerning it, or any matters with respect to which the sanc- tion, approval, consent or order of the State Government is required.	Do	128

APPENDICES

Appendix XVI-contd.

Seriai No.	Power	Act	Section
(1)	(2)	(3)	(4)

I. Powers of Government—contd.

6	Government can dissolve or supersede Local Boards in case of incompetence, default or abuse of powers.	Bombay Boards Act,	Local 1923.	129
7	Government can dissolve and reconstitute Local Boards on the alteration of limits of districts.	Do.		131A
8	Government may remove a coun- cillor, chairman or deputy chair- man of a Sabha or a standing committee under certain cir- cumstances.	Central Pro and Berar Government 1948.	Local Act,	18 and 19
9	Government has power to approve investment of any portion of a Sabha's fund in securities, etc.	Do.	••	77
10	Government may appoint Inspecting Officers for purposes connected with the Act.	Do.	••	98
11	In case of any emergency, Government may direct the execution of any work or the performance of any act which a Sabha is empowered to execute or perform and the immediate execution or performance of which is, in the opinion of Government, necessary for the service or safety of the public.	Do.		101
12	If a Sabha makes default in the performance of its duties, Government can fix a period for the performance of the duty by the Sabha.	Do.		102

Appendix XVI—contd.

Seri No	Power		Act	Section	
(1)	(2)		(3)	(4)	
•	I. Powers of C	Government	contd.		
13	If a Sabha makes default in the payment of any sum payable by virtue of any order made by Government or by any authority other than the Sabha in exercise of any power conferred by the	Central Pro Berar Loc ment Act	al Govern-	103	
	Act or any rule thereunder, Government may make an order directing the person having the custody of Janapada Fund to make such payment.				
41	The State Government can super- sede a Sabha in case of incom- petence, default or abuse of powers.	Do.	••	104	
15	At any time during the period of supersession, the State Govern- ment may declare its intention to reconstitute a Sabha.	Do.		105	
16	Government may, on a resolution of the Board, remove any member of the Board for misconduct, etc.	Hyderabad Boards 1955.	District Act,	39	
17	Government has power to approve investment of any portion of a Board's fund in securities, etc.	Do.	••	128	
18	Government can require a Board to reduce the number or remu- neration of its employees, if it is excessive.	Do.		. 168	
19	In cases of emergency, Government may direct or provide for the execution of any work or the doing of any act which is necessary for the safety of the public.	Do.		175	

APPENDICES

Appendix XVI-contd.

Seria No.	Power	Act	Section
(1)	(2)	(3)	(4)
	1. Powers of Gover	nment—concld.	
20	If the Board fails in the per- formance of its duty, Govern- ment may fix a period for the performance of the duty by the Board.	Hyderabad Dis Boards Act, 19	
21	If in the opinion of Government a Board persistently makes default in performing the duties imposed on it, or exceeds or abuses its powers, or a situation exists' in which the Board's administration cannot be carried on according to the Act or the Board's financial stability or credit is threatened, Government may dissolve and reconstitute the Board.	Do.	177
22	Government can enforce order passed by Government or other authorities.	Do.	178
23	Disputes arising between a Board and any other Board or other local body have to be referred to Government whose decision is final. Government may also make an order or rules to regulate relations between the Board and other local bodies.	ाजयस _{Do} .	179
	II. Powers of Co	ommissioner.	
1	Commissioner can require a Board to reduce the number or re- muneration of its officers or servants if, in his opinion, it is excessive.	Bombay L Boards Act, 1	ocal 121 923.

REPORT: DEMOCRATIC DECENTRALISATION

Appendix XVI-contd.

Seria No	Power	Act	Section
(1)	(2)	(3)	(4)
	II, Powers of	Commissioner—contd.	
2	Commissioner is authorised to enter on and inspect any immovable property occupied by any Board or any institution under its control, etc.	Bombay Local Boards Act, 1923.	12-
3	Commissioner can call for any extract from the proceedings of the Board or any of its Committees and call for or inspect any book, etc.	Do	12-
4	Commissioner has power to sur- charge or charge illegal pay- ment or loss caused by gross negligence or misconduct.	Bombay Local Fund Audit Act, 1930.	1
	III. Powers	of Collector	
1	Collector is authorised to enter on and inspect any immovable property occupied by a Board or any institution under its control, etc.		124
2	Collector can call for any extract from the proceedings of the Board or any of its Committees and call for or inspect any book, etc.	Do	124
3	Collector can suspend execution of order or resolution of Local Board if in his opinion the execution of any order or resolution is causing or is likely to cause injury or annoyance to the public, or lead to a breach of the peace or is unlawful.	Do	125

Appendix XVI-contd.

	rial Power	Act	Section
(1)	(2)	(3)	(4)
	III. Powers of	Collector—contd.	
4	In cases of emergency, Collector may provide for execution of any work or doing of any act which is necessary for the health or safety of the public.	Boards Act, 1923.	126
5	Collector can examine the proceedings of any Sabha or any of its Committees.		99
6	Collector can enter on and inspect or authorise any other person to enter on and inspect any immo- vable property of a Sabha of any work in progress under its direction.		99
7	Collector can call for and inspec any document in the possession of or under the control of a Sabha.	- CAN-72	99
8	Collector can require a Sabha to furnish statements, accounts and reports.		99
9	Collector may by order, in writing suspend the execution of any resolution passed, order issued or licence or permission granted or prohibit the performance of any act in certain circumstances	, I I	100
10	Collector may enter on and inspect or cause to be entered on and inspected any immovable pro- perty of the Board or any work in progress under it.	Boards Act, 1955.	173
1	Collector can call for any extract from the proceedings of the Board or any of its Committees or call for or inspect any book, etc.	•	173

Appendix XVI-concld.

Ser No	Power	Act		Section	
(1)	(2)	(3)		(4)	
	III. Power of	<i>Collector</i> —cor	neld.		
12	Collector can require the Board or any of its authorities to furnish return, report, information, etc.	Hyderabad Boards Ac		1	173
13	Collector can require a Board to take into consideration any objection to the doing of anything or information which necessitated the doing of anything, etc.	Do.	••	1	73
14	If the Executive Officer or any other officer of the Board makes default in carrying out any resolution of the Board, Collector is required to send a report-thereon to Government with a copy to the Board.	Do.	••	1	74
15	If, in Collector's opinion, the execution of any order or resolution of a Board or doing of anything by or on behalf of it is causing or is likely to cause injury or annoyance to the public or to lead to a breach of the peace or is unlawful, he may by order in writing suspend the execution or prohibit the doing thereof.	Do.	••	1	74
16	In cases of emergency the Collector may direct or provide for the execution of any work or the doing of any act, which is necessary for the safety of the public.	Do.	• •.	1	75



A SUMMARY OF THE MAIN RECOMMENDATIONS OF THE COMMITTEE ON DEMOCRATIC DECENTRALISATION

COMMITTEE ON DEMOCRATIC DECENTRALIS.	
	Number of nmittee's
I.	Report
1. There should be democratic institutions at	5.9
intermediary levels between the State Government	
and the Village Panchayat.	
2. The State should divest itself of the respon-	5.11
sibility for local activities which could be best left to	
the people's initiative and resources thereby enabling	
the State to concentrate on major schemes.	
3. The pattern of local administration should be	5.12
such as could harness the available resources in	
a manner which will multiply their beneficial effects.	
4. It is necessary to devolve on the local bodies	5.13
real authority.	
5. Decentralisation in as large a measure as	5.15
possible should be carried out.	
6. Such functions as are exercised by local bodies in	6.6
any region should be included in the local sector	
and be exercised by bodies at appropriate levels.	
7. The supervision and control over Village	
Panchayats which the District Village Panchayat	
Mandal exercises at present should remain with	
an appropriate local body.	
8. Broadly, out of District, Taluka/Block and	6.8
Village Schemes, those which are capable of being more	
effectively handled by the local bodies and which	
through local initiative and participation can be	
reasonably expected to generate spontaneous develop-	
ment should be invariably included in the local sector.	
9. Functions which involve adjudication of rights	
and obligations whether as between individuals or as	
between individual and the State and the use of	
State's coercive powers should remain with the State	
Government.	
10. Schemes which are required for intensifying co-	
ordinated development should remain with the State	

Government.

Para. Number of Committee's Report

- 11. All those powers which the Revenue Officers exercise as Revenue and Tenancy Courts, including coercive measures for collection of land revenue and other Government dues and certification of record of rights should remain with them.
- 12. The Village Panchayat should be made responsible for all the work which the talathi or patwari does at present.
- 13. The control and supervision of the Collector and his subordinate officers in respect of the talathi's or patwari's work transferred should remain intact. They should continue to inspect and check village revenue records.
- 14. The control of the combined cadre of Talathi-cum-Panchayat Secretaries should be handed over to the appropriate local body.
- 15. All schemes of medium industries and higher technical education including industrial technical institutes, technical high schools and technical high school centres should remain with the State Government.
- 16. Local bodies should manage schemes of cottage industries like training institutions and schools, training-cum-production centres, sale depots and disbursement of grants and loans to individual craftsmen.
- 17. The schemes which require intensive development effort and higher technical skill such as major, medium and minor irrigation works irrigating more than 250 acres of land, all schemes of dairy development, most of the schemes of fisheries department, soil conservation and nucleus and foundation seed farms should remain with the State Government.
- 18. All other schemes of agricultural and animal husbandry departments, extension of improved methods of production and utilisation of the facilities provided by the State Government should be transferred to the local bodies.

6.10

Para. Number of Committee's Report

- 19. The funds available out of the Community Development programme should be pooled and distributed to the local bodies without reference to the schematic budget.
- 20. It is not necessary to continue the Sarvodaya Scheme.
- 21. The provisions for agriculture and irrigation in the Community Development budget should be pooled with the corresponding provisions in the Plan and the agricultural production programme implemented in such a manner that the capital expenditure in no block is less than the provision in the Community Development schematic budget.
- 22. The present arrangements in regard to loans for agricultural and irrigational purposes should not be disturbed until co-operative financing agencies are in a position to provide adequate finance for these purposes.
- 23. The work of advancing loans to persons from backward classes for agricultural purposes should be given to local bodies under the social welfare programme.
- 24. The work of sanctioning loans for various purposes like animal husbandry, cottage industries, etc., for which no alternative co-operative agencies are contemplated should be transferred to the local bodies.
- 25. Village Panchayats should be formed for "insettlements" in reserve forests also. If this is not possible, Government should evolve some system by which people concerned obtain the benefits of Panchayat administration.
- 26. Afforestation work other than major schemes may be entrusted to Village Panchayats or higher local bodies according to their extent and importance.
- 27. Under supervision of forest officials, the Panchayats of villages in the vicinity of forests may

6.13

Para. Number of Committee's Report

be authorised to issue passes up to prescribed limits for the forest produce required by agriculturists for their domestic use or for agricultural purposes.

- 28. Schemes concerning village woodlands and grazing should be made the responsibility of the Village Panchayats.
- 29. The Forest Department should suggest schemes of afforestation, conservation and exploitation which could be entrusted to appropriate local bodies.
- 30. The subject of primary education and basic education, including schemes of loans and scholarships and school buildings should remain in the local sector.
- 31. Secondary education should also be transferred to local bodies. The functions of the local body should be restricted to making recommendations to the Director of Education for the sanction of grants and loans and to disburse them to secondary schools and high schools after receiving his sanction.
- 32. As regards Government-run secondary schools and high schools, they should be entrusted to private educational bodies. If suitable private bodies are not available, they should be transferred to the local bodies.
- 33. Practically all activities concerning medical relief and public health should be transferred to the local bodies, excepting schemes which provide specialised services and training.
- 34. Schemes such as civil and cottage hospitals, T. B. clinics or ambulance services attached to them, leprosy clinics and hospital laboratory services, dental clinics and State-wide programme for the control of communicable diseases such as malaria, filaria, etc. should remain with the State Government.
- 35. Most of the schemes of the Social Welfare Department should be transferred to the local bodies.

6.15

6.16

Para. Number of Committee's Report

36. Certain schemes of 'correctional' category such as juvenile delinquency, beggars' homes, and moral hygiene, physically handicapped persons. etc. should remain with the State Government.

37. All schemes of the Buildings and Communications Department other than national and highways, national parks, management of ports, and buildings for the activities retained by the State should be transferred to the appropriate local authorities.

- 38. It would be desirable to entrust the construction and maintenance of works relating to schemes retained by the State to local bodies on agency basis on such conditions as Government may prescribe.
- The registration of co-operative societies whose working capital does not exceed Rs. 5 lakhs and whose jurisdiction is less than a district, the approval to bye-laws of such societies and appeals arising out of non-admission of members to such societies should be transferred to the local bodies
- 40. In case a new type of society is registered, the local bodies should get its bye-laws approved by the Registrar.
- the Registrar 41. convention, consult the local bodies in the following matters:
 - (i) Compulsory amendment of bye-laws:
 - (ii) Compulsory amalgamation, division re-organisation of societies in public interest:
 - (iii) Approval to a resolution passed by a society regarding expulsion of members:
 - (iv) Supersession of managing committees and appointment of administrators: and
 - (v) Preparation of a panel of Registrar's nominees for deciding disputes.
- 42. The prima-facie responsibility for promotion and extension of co-operation should be placed on local bodies and State's functions in these two matters should be transferred to them.

6.18

6.20

Para, Number of Committee's Report

- 43. Assistance to co-operative societies should be according to the pattern prescribed by Government. In respect of participation in share capital, the local body may sponsor the applications of certain types of societies to the concerned federal societies. In cases where Government itself is taking shares, the local bodies may be authorised to do so subject to conditions laid down by the Registrar.
- 44. The functions of promotion and extension should be exercised by the local bodies only in respect of societies whose working capital does not exceed Rs. 5 lakhs and whose jurisdiction is less than a district.
- 45. The administrative supervision over the Co-operative societies which have jurisdiction over an area less than a district and whose working capital is less than Rs. 5 lakhs should be vested in the local bodies.
- 46. While the State Co-operative Union and the Divisional Co-operative Boards may continue their good work as hitherto, the local bodies at the district level and below should be made responsible for co-operative training, education and propaganda. The District Co-operative Boards may continue and work in co-operation with the local bodies.
- 47. The local authorities, the Divisional Co-operative Boards and the State Co-operative Union should work in close co-operation.
- 48. The functions of Agricultural Produce Market Committees should be transferred to a local body at the district or taluka block level.
- 49. The day-to-day management of the market area should be entrusted to a local sub-committee of the body on which various interests are suitably represented.
- 50. Where an officer whose present functions fall predominantly in the local sector is transferred to the

6.23

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6.25

Para. Number of Committee's Report

local body, such functions of the State as are handled by him should also be entrusted to the local on an agency basis, unless there are very special reasons for not doing so.

- The State should avoid appointment of its own staff for schemes or activities which are more or less akin or allied to those undertaken bv the local bodies.
- 52. The local bodies should be encouraged to take up any programme of local interest concerning rural development according to the wishes and needs of the people within the resources at their disposal.
- 53. It would be imperative to establish a strong executive body at the district level which may be designated as "District Council".
- 54. There should be statutory "Block Committees" of the District Council suitably constituted, invested with adequate powers and provided with necessary funds.
- 55. The existing areas of Development Blocks should not generally be disturbed and the jurisdiction of the Block Committees should be co-extensive with them.
- 56. Government should, however, re-adjust the areas of the existing Blocks by splitting into two units some of the bigger talukas which have more than two schematic blocks in Western Maharashtra and Marathwada and re-adjusting the areas of some Blocks so as to have two units for three contiguous blocks in Vidarbha. Government should take the power to re-constitute the area of any block Committee by transfer of any village or villages to or from it.
- 57. The District Council should be substantially directly elected, so that it is broad-based, directly responsible to the people and has the requisite political stature.
- There should be single-member constituencies 58. and provision should be made for co-option of persons from scheduled castes and scheduled tribes

6.27

7.5

7.7

7.10

7.11

Para. Number of Committee's Report

on the local bodies if such persons do not get directly elected to them, so long as a corresponding provision exists in the elections to Parliament and State Legislature.

- 59. The directly elected membership of the District 7.14 Council, should not be less than 40 for any district and not more than 60 for the biggest one, the exact membership depending on the size and population.
- 60. The Block should have at least one representative on the District Council irrespective of its population.
- 61. In case no woman is directly elected, one should be co-opted.
- 62. A town having a population up to 20,000 should be administered by a Village Panchayat and not a municipality, so that it remains under the purview of the District Council.
- 63. If any of the existing municipalities of such towns are willing, they may be converted into Village Panchavats.
- 64. So long as such towns continue to have municipal administration, their areas should not be included in the territorial constituencies formed for elections to the District Council.
- 65. The Chairmen of Block Committees should become ex-officio members of the District Council. Only an elected member of the Block Committee should be eligible for its chairmanship.
- 66. The Chairmen of district co-operative institutions should be *ex-officio* associate members of the District Council.
- 67. The District Council should also be given representation on important district co-operative organisations.
- 68. Members of Parliament and State Legislature 7.18 should not be members of the District Council.

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Para. Number of Committee's Report

- 69. The District Council may seek the technical 7.19 advice of Government officers at the district level. except the Collector, by inviting them to attend their meetings.
- 70. The Collector should not be associated with the internal working of the Council, as he would be invested with controlling and directing powers.
- 71. The District Council should be constituted 7.20 as follows :--
 - (1) One member to be elected from each singlemember territorial constituency having roughly a population of 25,000 to 35,000 according to the census of 1961 with at least one member from each Block:
 - (2) One member each from the scheduled castes. scheduled tribes and women to be co-opted by the District Council whenever a member from each of these classes is not directly elected:
 - (3) Chairmen of Block Committees as ex-officio members; and
 - (4) Five Chairmen of District Co-operative Institutions like (i) District Central Co-operative Bank. (ii) District Land Mortgage Bank, (iii) District Co-operative Purchase and Sale Union, (iv) District Industrial Association, and (v) District Co-operative Board, as ex-officio associate members.

Government may specify for each district the co-operative institutions representing the interests contemplated in (4) above.

- 72. The District Council should function through committees.
- 73. The President and the Chairmen of Committees should be made full-time functionaries responsible for implementation of the decisions of the Council and its Committees.
- 74. The President and Chairmen of Committees should be paid honoraria of Rs. 500 and Rs. 300 per

Para. Number of Committee's Report

month respectively, and be provided with such reasonable accommodation as may be sanctioned by the District Council, wherever necessary. They should be considered as first-grade officers for the purposes of drawing travelling and daily allowances.

- 75. The District Council should have a President with specific powers and functions given to him and a Vice-President exercising certain powers of the President in his absence and those specifically delegated to him by the President.
- 76. The District Council should have a Standing Committee and six other subject-matter Committees as follows:—
 - (1) Finance,
 - (2) Works,
 - (3) Agriculture,
 - (4) Co-operation,
 - (5) Education, and
 - (6) Health.
- 77. The Standing Committee should deal with all subjects including Social Welfare other than those allotted to any other Committee and should act as a co-ordinating committee with higher powers and functions. It should have seven members elected by the Council with the President as its ex-officio Chairman.
- 78. The Vice-President and two other members elected by the Council should work as Chairmen of two subject-matter Committees each and should be ex-officio members of the Standing Committee.
- 79. The Co-operation Committee should consist of the five associate members of the Council as full members and five other members elected by the Council.
- 80. The other subject-matter Committees should each consist of seven members elected by the Council from among its members.

Para. Number of Committee's Report

- 81. On each of these, excepting the Co-operation Committee, the Council should co-opt one or two members who are specialists or experienced in regard to the particular subject. They should not be members of the Council but may be invited by the President to attend its meetings whenever necessary.
- 82. The elections to the Committees should be by means of a single transferable vote.
- 83. No member should be elected on more than two Committees, excluding the Block Committee.
- 84. The Chief Executive Officer of the District Council should attend himself or through his deputy the meetings of the Council and its Standing and subject-matter Committees.
- 85. The heads of departments should be the Secretaries of the subject-matter Committees and should be responsible to carry out their decisions.
- 86. The Council should also be authorised to constitute such other Committees as it finds necessary in accordance with rules to be prescribed by Government.
- 87. The Co-operation Committee should undertake the functions in the Co-operative field and in respect of agricultural produce markets on behalf of the Council.
- 88. The work devolved on the Co-operation Committee may be done through the Block Committees except with regard to taluka/block or specified bigger societies.
- 89. In respect of agricultural produce markets, the Co-operation Committee may manage and supervise only such markets as have district importance in the field of marketing and the remaining may be entrusted to the Block Committees.
- 90. Local Committees, if necessary, for looking after day-to-day management of the markets at the places they are situated, may be constituted by the appropriate Committees.

Para. Number of Committee's Report

- 91. The Block Committee should be constituted as 7.24 follows:—
 - (1) Members of the District Council elected from the area of the Block;
 - (2) Co-opted members of the District Council resident within the area of the Block;
 - (3) Two Sarpanchas to be elected from each territorial constituency formed for elections to the Council by suitably dividing it into two parts, by an electoral college consisting of all members of Village Panchayats therein;
 - (4) Chairman of the Taluka/Block Purchase and Sale Union, ex-officio;
 - (5) One Chairman of an agricultural co-operative society in the Block co-opted by the Block Committee; and
 - (6) One member each from scheduled castes, scheduled tribes and women, if not already on it, to be co-opted by the Block Committee, such person being resident within the area of the Block.
- 92. The Block Committee should elect its Chairman from amongst its own elected members.

93. The Chairman should exercise all the powers of a Chairman of a subject-matter Committee of the Council in respect of all subjects in-so-far as they relate to the Block activities and should be given the same honorarium and other facilities.

- 94. The Block Committee may elect any of its members as Deputy Chairman.
- 95. The Deputy Chairman should exercise the powers of the Chairman in his absence and those specifically delegated to him by the Chairman and perform certain specified functions.
- 96. The Deputy Chairman should be given an honorarium of Rs. 150 per month and should be treated as grade I officer for the purposes of travelling and daily allowances.

Para. Number of Committee's Report

- 97. The Block Development Officer should work both as secretary and chief executive officer of the Committee.
- 98. The Chairman and the Deputy Chairman of the Block Committee should devote their full attention to the Block work and be prevented specifically from being either Chairman or member of any of the seven functional committees.
- 99. The District Council should have full and final authority in finalising the annual plan of development, annual budget of the Council, taxation proposals, selection of important development schemes as also their locations and all important policy matters.
- 100. The Block Committee should have independent powers of selecting and sanctioning schemes out of funds proposed to be placed at its disposal and should also perform the functions entrusted to it by the Council as its agent.
- 101. The President and the Chairmen of Committees should be given powers to decide certain matters for speedy execution of schemes already approved by the Council or its Committees and to grant sanctions within specified limits.
- 102. The Chief Administrator and the heads of departments under him as also the Block Development Officer should be invested with sufficient powers to carry out the decisions of the Council or the Committees and the day-to-day administration without having to approach them time and again for small matters.
- 103. As regards other matters, such as number of meetings of District Council and its Committees, general qualifications and disqualifications for membership, procedure for non-confidence motions, minimum number of meetings required to be attended by members, etc. the provisions generally existing in the present legislations concerning the District Local Boards, the District Boards and the Janapada Sabhas may be suitably adopted.

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	Number of ommittee's Report
104. The following bodies, namely, the District	7.29
Local Board, the District Board, the District School	
Board, the District Building Committee, the Janapada	
Sabha, the District Development Board, the District	
Village Panchayat Mandal, the District Supervision	
Committee, the Block Development Committee, the	
Taluka/Block Supervising Union and the Agriculture	
Produce Market Committee, should be abolished.	
105. All the assets and liabilities and powers and	
functions of these bodies should be transferred to the	
District Council.	
106. The Divisional Development Council, the State	
and Divisional Councils for Panchayats and the State	
Informal Consultative Committee for the Community	
Development Programme should also be abolished.	
107. Other bodies at various levels which will	
become superfluous should be abolished.	
108. The District Council should be responsible for all	8.1
functions which come within the purview of local sector.	
109. The Block Committee should implement all	
schemes within its area approved or sanctioned by	
the Council. In addition, the Block Committee should	
undertake supplementary work or additional minor	
schemes out of bulk grants to be placed at its disposal	
on area or population basis or out of funds raised by it	
locally. It should also perform certain administrative and	
regulatory functions on behalf of the District Council.	
110. The elected bodies will formulate policies and	8.2
sanction programmes. Their implementation thereafter	
should rest with the executives.	
111. The Government staff in the district at present	8.3
responsible for all local sector schemes should be	
transferred to the Council.	
112. The entire staff in the district should be	8.5
regarded as one centrally controlled unit with some	
persons working under Block Committees and Village	
Panchavats	

Para. Number of Committee's Report

- 113. The district local administration should be placed in charge of a person who will be its head and also the chief executive officer of the Council. His designation may appropriately be "Chief Administrator".
- 114. Each department of the Council should be placed in charge of a sufficiently qualified and experienced officer with adequate authority to control effectively the entire internal working of the department. The qualifications, training and experience of these officers should be such that they are capable of giving final technical sanction for all works within their purview.
- 115. Only such schemes in the State sector as are undertaken on agency basis will be governed by the existing procedure with such modifications as may be prescribed by Government.
- 116. Heads of State departments and their regional officers should be required to undertake periodical inspections of the concerned branches of local administration so as to provide higher technical guidance to local officers and apprise the Chief Administrator of the irregularities noticed or to suggest improvements.
- 117. All departments put together should function as one integral unit under the overall superintendence and control of the Chief Administrator.
- 118. A person of Collector's rank and status should be deputed and posted as Chief Administrator. All the posts of Chief Administrators should be included in the senior time-scale of I. A. S. cadre.
- 119. The services should be provided with adequate security and conditions of service, reasonable scales of pay and channels of promotion and facilities for training and improving their experience or prospects.
- 120 Disparity in scales of pay and service conditions inter se between Councils or between the local bodies and the State Government should be avoided.

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Para. Number of Committee's Report

121. An attempt should be made to reduce the number of pay scales and rationalise their structure.

122. The officers under the local administration should be classified into class I and class II cadres on the same basis as in State services and they should be borne on the respective State departmental cadres.

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- 123. Class III and class IV cadres should be formed more or less on the pattern of such cadres in Government service. District cadres of these categories excluding some technical services may be formed under the District Council.
- 124. There should be an independent District Selection Committee without associating any members of the local body with it.
- 125. Certain categories of Class III servants who are required to possess higher technical qualifications such as Overseers, Agricultural Officers, Veterinary Surgeons and Medical Officers should be formed into Divisional cadres and recruited through an independent Divisional Selection Committee.
- 126. The Divisional Selection Committee should be constituted with the Commissioner as Chairman and a non-official nominated by Government and the regional officer of the concerned department as members.
- 127. The District Selection Committee should consist of the Collector, the non-official member of the Divisional Selection Committee and the Chief Administrator as members, one of them being nominated as Chairman by the Commissioner.

128. The Chief Administrator should be invested with sufficient authority to enforce discipline. The entire staff of the Council should work under his administrative control. He should be authorised to transfer all the staff within the District and delegate his powers in this respect to other officers.

Para. Number of Committee's Report

129. The Chief Administrator should be given full authority to impose any penalty in respect of Class IV and Class III services. Powers for imposing minor penalties should, however, be delegated to heads of departments and subordinate officers with adequate provision for appeal and revision to higher authorities. No appeal or revision should be provided for specified minor penalties from the Chief Administrator's orders. Even in case of Class II officers he should be invested with certain powers to impose minor penalties.

130. The entire ministerial staff of the Council should be regarded as one unit and promotions should be made on the basis of select lists to be prepared by committees of departmental officers. Appeals regarding promotions may lie with the Chief Administrator in case of posts up to a senior clerk and above that with the District Selection Committee.

- 131. The technical staff appointed by each department should generally be regarded as a district cadre and promotions made on the basis of select lists perpared by departmental committees with provision for appeal to the Chief Administrator or the District Selection Committee. For the categories of Class III services borne on divisional cadres appeals should lie with Divisional Selection Committee.
- 132. 50 per cent. of the posts in Class II cadres of the State Services should be reserved for competent persons in Class III cadres of the council. This proportion of the posts should be available only if persons of the right calibre are available. The Divisional Selection Committee may be authorised to make temporary appointments in Class II by promotion for a duration not exceeding one year.

133. Special training facilities should be created to enable the more capable personnel to improve their prospects. Special efforts may be made for intensive courses to selected staff in lower categories so as to

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Para. Number of Committee's Report

make them eligible for promotion to higher posts.

- 134. Provision of training should be made for persons recruited by the Selection Committees before appointment.
- 135. Refresher courses and "in-service" training should be organised for those already in service.
- 136. The work of the Council may be grouped into seven departments, namely, General, Finance, Works, Agriculture, Co-operation and Industry, Health and Education.
- 137. The head of each department should generally be an officer of the status of Class I officer.
- 138. The General department should be in charge of establishment matters concerning the entire staff of the Council, planning, co-ordination, village panchayats, prohibition, publicity, social welfare and miscellaneous matters.
- 139. The head of the General department should be an officer of the grade of Deputy Collector or junior IAS officer with the designation of Deputy Chief Administrator. He should also work as the secretary of the Council, the Standing Committee and the District Selection Committee.
- 140. The Finance department should be under a Chief Accounts Officer. It should be consulted before any proposal involving financial implications is sanctioned. It should deal with the budget, maintenance of accounts of all departments including Works Departments, Stores purchase, internal audit, etc.
 - 141. The budget should be an operational one.
- 142. The main responsibility for audit should be of an outside agency constituted more or less on the existing system of outside audit undertaken by the Examiner of Local Fund Accounts.
- 143. The Works department should be in charge of the District Engineer and should be responsible for all

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Para. Number of Committee' Report

civil and mechanical engineering works. The department should deal with buildings, communications, public health engineering, minor irrigation, and miscellaneous matters.

- 144. The existing staff borne on the establishment of the Executive Engineer under the Buildings and Communications department, such staff of the-Irrigation and Public Health Engineering department as is transferred and the engineering staff under the local bodies should be pooled to constitute the Works department.
- 145. Agricultural department should deal with all the schemes proposed for transfer as well as activities ancillary or related to them, such as, animal husbandry, dairy development, village forestry and fisheries. The head of this department who will be the District Agricultural Officer should be a Class I Officer of the State service.
- 146. The Co-operation department should deal with all matters pertaining to co-operative movement under the purview of the local sector, organisation and management of agricultural produce markets, supervision over Sarvodaya schemes and cottage and village industries.
- 147. A major portion of the staff at the district headquarters with two Assistant Registrars, most of District Co-operative Officers and the necessary executive staff should be transferred to the Council.
- 148. The Health department should deal with public health, medical relief, family planning, welfare of children, care of handicapped persons, etc. The head of the department should be the District Health Officer who may be given an Administrative Officer who need not be technically qualified.
- 149. Until such time as the civil and cottage hospitals are transferred to the Council, the Civil Surgeon should continue, as part of his duties, to inspect various dispensaries and medical aid centres under the Council

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Para, Number of Committee's Report

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and co-ordinate medical relief from the primary health centres to the district civil hospital.

- 150. The Education department should consist of the Inspector of Schools and other staff of the Education department transferred to the Council and the staff of the existing School Boards. This department should be responsible for three subjects, namely, primary education, secondary education and social education.
- 151. The Block Committees should be provided with suitable administrative machinery so that they will be able to execute their functions efficiently.
- 152. The Chief Executive Officer of the Committee should be the Block Development Officer who will also work as its secretary. He should be in charge of the entire administrative staff of the Block subject to such regulations as may be prescribed by the Chief Administrator.
- 153. The Block administration should be constituted into branches analogous to the departments of the Council administration.
- 154. The staff of the departments working at present at taluka headquarters or in the taluka together with the Block staff under the Community Development programme should be pooled and re-constituted into seven branches, namely, General, Accounts, Works, Agriculture, Co-operation and Industries, Health and Education.
- 155. The posts of Social Education Organisers should be abolished and their functions entrusted to the Assistant Deputy Inspectors by increasing their strength, if necessary.
- 156. Teachers may be allocated to the Block more or less on a permanent basis.
- 157. The administrative control over the primary school teachers, including their transfers, should vest in the Block Committees.

Para. Number of Committee's Report

- 158. Generally, the District Council should function through the Block Committees and the Block Committees through Village Panchayats.
- 159. The Chief Administrator and the heads of departments of the district administration and the Block Development Officer should be given comprehensive administrative, disciplinary and financial powers to enable them to function effectively.
- 160. All village schemes such as approach roads, drinking water supply, school buildings, etc., which a Block Committee may undertake should be implemented through the sole agency of the Village Panchayat.
- 161. Both the Council and Block Committees should take keen interest in the growth of Village Panchayats, assist them in making available technical advice of their officers and funds.
- 162. The Panchayats should be made to realise that the sarpanch and panchas would be held directly responsible for defaults in discharge of their duties.
- 163. A Gram Sevak should be appointed for each Village Panchayat who will also perform the functions of Talathi for revenue matters and act as secretary of the Village Panchayat for panchayat affairs. For a group of very small Village Panchayats there may be one Gram Sevak, while for bigger villages an Assistant Gram Sevak may be required.
- 164. There may be two grades in Gram Sevaks, one for bigger villages and the other for smaller villages.
- 165. The entire present staff of panchayat secretaries, talathis and Gram Sevaks may be pooled to provide sufficient number of new type of Gram Sevaks.
- 166. They should be given concentrated, comprehensive and integrated training for at least two years in matters pertaining to revenue, village panchayat, agriculture and all aspects of village development at suitably re-constituted extension training centres.

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Para. Number of Committee's Report

- 167. Gram Sevaks may be allocated more or less on a permanent basis to each Block Committee and they should be completely under the administrative control of the Block Committee except in the matter of removal or dismissal.
- 168. The Village Panchayat should also be given some authority over the Gram Sevak to make him feel really responsible to the Panchayat.
- 169. The Village Panchayat should utilise voluntary organisations of farmers and work in very close association with the village co-operative.
- 170. Social education schemes as well as some schemes in social welfare sector may be implemented through the Panchayats and voluntary village organisations.
- 171. The services and co-operation of the Village Panchayats should be enlisted in the day-to-day running of primary schools.
 - 172. The posts of revenue patils may be abolished.
- 173. The appointment of the Police Patil may be made in consultation with the Block Committee so as to ensure that he works in co-operation with the Panchayat.
- 174. The scheme of stipendiary kotwals which has been accepted by Government should be implemented in all areas of the State. A uniform system should be evolved providing one kotwal for each village with a population of 1,000 or less, two for those with a population of more than 1,000 but less than 2,000 and three for still bigger villages, on a pay of Rs. 30 per month.
- 175. Proportionate grant may be given to the Panchayats for Kotwals.
- 176. Subject to the minimum scale of pay the Panchayats may appoint such number of Kotwals as they find necessary. The Panchayats may be encouraged to combine the posts of kotwals with other Class IV servants and effect economy.

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Para. number of Committee's Report

- 177. Though the kotwals should be transferred to the Panchayats, they should be required to perform their present functions with regard to Government work and Government Officers.
- 178. Each revenue village having a population of 1,000 and above should have a separate Village Panchayat and in the case of a revenue village having smaller population it should be grouped with the neighbouring Village Panchayat so that in no case the population covered by a Village Panchayat is less than 1,000.
- 179. It should be provided that all developmental expenditure to be undertaken by a Group Panchayat should be spread equitably over all the units and that in any case the share of land revenue of each Village should be spent for it.
- 180. All the sources of tax and non-tax revenues which are available to any of the existing local bodies should also be provided to the District Councils.
- 181. The local fund cess should be brought to the uniform level of 20 nP. per rupee of land revenue.
- 182. The District Councils should not be entirely dependent on Government grants but be able themselves to find at least some portion of the funds required for their activities and Plan schemes.
- 183. Village Panchayats should be given 30 per cent. of the land revenue uniformly and the District Councils, the balance of 70 per cent.
- 184. Village Panchayats should be the agencies for the collection of land revenue and other Government dues under the supervision of the Revenue officers who should continue to be responsible for taking coercive measures against the defaulters.
- 185. If the District Councils or the Block Committees desire to increase the land revenue or the local fund cess and pass resolutions to that effect by a requisite majority vote, the Government should undertake resettlement operations or increase the cess accordingly.

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Para. Number of Committee's Report

186. Government should take power under the statute to increase the local fund cess up to a maximum of 100 per cent. of land revenue for any particular period or on a permanent basis.

187. A separate fund should be constituted for the specific purpose of making good short receipts of land revenue from year to year, whenever it is suspended or remitted. The fund should be built up by contributions from the Government and the local bodies as a prescribed percentage of land revenue collections and, if necessary, suspended land revenue collected in subsequent years may also be credited to it.

188. It should be the responsibility of the local bodies to undertake necessary relief works when scarcity is declared.

189. Government should bear full expenditure on gratuitous relief as also the excess cost on relief works according to the present system from the State Famine Relief Fund.

190. There should be equalisation grants so that the sum of the land revenue grant and the equalisation grant will bring every Village Panchayat at least a revenue of Re. 1 per capita and each Council at least a revenue of Rs. 2 per capita of population.

191. The equalisation grants should be treated as more or less permanent and should not be withdrawn even if some Councils take steps to increase the land revenue receipts by proposing to Government resettlement operations.

192. 75 per cent. of the expenditure required for schemes relating to primary and secondary education, public health, agricultural development, communications, backward class welfare and the like should be given as 'purposive grants' on suitable terms and conditions.

193. The number of purposive grants should be scrutinised so as to reduce their number.

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SUMMARY	295
	I. Number of Committee's Report
194. The pay and dearness allowance of class I and class II officers of the Council should be paid by the State Government through the State treasuries as at present. Expenditure on their travelling and daily allowances should be borne by the Councils. 195. Government should bear 75 per cent. of the expenditure on the staff of class III and class IV cadres transferred to the Council so long as they remain Government servants. 196. Government should give matching grants equal to the increase in receipts from cess on land	
revenue raised above a prescribed minimum at the instance of the local bodies.	
197. The Third Plan schemes which fall in the local sector should be transferred to the Council with their financial provisions.	9.14
198. Block Committees should be given a grant of Rs. 1 lakh each per year for local development schemes which they may select according to local needs. 199. It is not necessary to maintain the schematic pattern for the distribution of these Block grants and the procedure of sanctioning grants should be brought more or less on the pattern of local development works. 200. There should be no provision for any scheme included in the local development programme either in the State budget or that of the Council. 201. The Block grant of Rs. 1 lakh should be entirely at the disposal of the Block Committee.	9.16
202. A Local Finance Corporation may be set up for floating loans on behalf of the Councils on the securities of their revenues and with the guarantee to be given by Government. Alternatively, Government should ascertain the capital requirements of the Councils for financing their development schemes and include them in its own loan programme.	9.17
203. The local bodies may be required to maintain certain prescribed balances with an approved Bank and	9.18

Para. Number of Committee's Report

allowed to draw advances in case of a short-fall in the balances. If such facility is not given by the Bank, Government may give "ways and means" advances to them.

- 204. The State Government should retain its present powers of supervision and control in respect of local bodies except the power to check extravagance in the appointment of staff, which may be entrusted to the Commissioner.
- 205. The State Government should take powers to issue a policy directive to the District Council to undertake or refrain from undertaking a particular kind of development which does not fit in with the National or the State Plan.
- 206. The Commissioner should continue to exercise 10.5 his existing powers of supervision and control in respect of the Councils and their staff.
- 207. The Commissioner should also be empowered to inspect the offices under the control of the Council and require compliance of his inspection notes.
- 208. The Commissioner should also have the power to attend meetings of the Council and its committees and to call and address them whenever he considers necessary.
- 209. Generally, all administrative powers of the 10.6 Collector relating to Village Panchayats may be given to the Council or any of its authorities.
- 210. Most of the administrative and regulatory powers of the Collector with regard to district bodies may remain with him except that any matters concerning election disputes or vacancies should be decided by the Commissioner.
- 211. The Collector should continue to exercise his present powers of control only so far as they relate to emergencies. The powers vested in the Collector as a revenue authority should continue to remain with him.

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Para, Number of Recommendations Committee's Report 212. The local bodies should adopt the convention 10.11 that the views of their officers should be expressed in writing and should form a part of their proceedings. 213. The technical advice of the officers of the 10.12 Government at the State and divisional levels should be made available to the Councils whenever it is required · by them. 214. These officers should consider it as part of their duties to inspect the work of the local bodies and guide them. The Council should be free to consult high level technical officers of Government or other experts whenever they think it necessary to do so. 215. Government should call for progress reports from time to time from the local hodies. 216. It is necessary to formulate a grant-in-aid code, 10.14 a departmental code for local public works and a proper procedure for purchase of stores. 217. A non-statutory Advisory Board should be 10.15 constituted at the divisional level consisting of the Commissioner as the Chairman and the Presidents of the District Councils in the division as members, for purposes of co-ordination and bringing to the notice of Government any general problems of the Councils. 218. There should be a Cabinet Sub-Committee for 10.16 taking final and prompt decisions in all matters of policies and important issues concerning the scheme of democratic decentralisation. 219. The District Councils should prepare and 10.17 publish annual administration reports in the manner to be prescribed by Government. 220. An enquiry into the working of the 11.7 Village Panchayats may be undertaken in due course by a committee. 221. Government may prepare a list of items for which the Panchayats should be utilised as sole agents

for implementation by the District Council and Block

Committees and frame rules in this behalf.

Para. Number of Committee's Report

- 222. The Village Primary Schools should be supervised by the Village Panchayats.
- 223. The proposals in this report, with such modifications as Government decides, may be implemented as early as possible after the commencement of the Third Plan, preferably from the beginning of a financial year.
- 224. If it is not found possible to hold elections before the 1st April 1962 and set up the District Councils, the Chief Administrator may be appointed from that date in each district. In the intervening period the existing local bodies may be abolished and the Chief Administrator vested with all the powers of the Council.
- 225. An Additional Collector may be appointed in each district at least six months ahead of the appointment of the Chief Administrator.
- 226. The first periodical review in regard to the 11.10 working of the local bodies may be undertaken by Government about three years after the establishment of the District Councils.

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